



STATE OF VERMONT EMERGENCY OPERATIONS PLAN

September 30, 2009

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JAMES H. DOUGLAS
Governor



State of Vermont
OFFICE OF THE GOVERNOR

To all state agencies and partners in emergency management:

The 2009 Vermont State Emergency Operations Plan (SEOP) provides the framework for State level preparedness, response and recovery. It is the operational side of the Comprehensive State Emergency Management Plan, which represents many other individual and specific plans. The SEOP provides the mechanism for the notification, coordination and deployment of state and federal resources, if necessary to assist local jurisdictions in responding to and recovering from disasters, no matter what the cause. The SEOP is formulated to utilize all available state, private sector and volunteer agency resources in responding or supporting the response to a disaster.

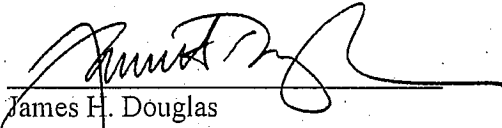
Multiple state level response and recovery incidents and exercises have occurred in which the 2005 SEOP was employed. Each incident or exercise follows the Homeland Security Exercise Evaluation Program and identified areas for improvement or areas that should be reinforced by making use of the After Action Report and Improvement Plan process. Those identified areas are reflected in this revision. Additionally, participating agencies and organizations have been provided the opportunity to review and revise the annexes of the plan that refer to their assignments. The plan was amended based on those recommendations and now stands as the 2009 Vermont State Emergency Operations Plan. This Plan shall be in effect for five years unless otherwise amended.

Each state agency or department, private sector and volunteer organization described within the plan are partners and participants in response, recovery, mitigation and preparedness. As part of the plan, they have an obligation to provide the services that save lives and protect property during an emergency or disaster.

Assignments within the plan are based upon capabilities and/or statutory responsibilities of the organizations. To make the plan viable, participants must be prepared to carry out their assignments when called upon during an emergency.

I hereby direct that all State agencies and departments have defined appropriate roles and responsibilities, develop and maintain procedures to ensure emergency preparedness, and be prepared to serve the people of Vermont. To that end, each state agency or department shall provide a minimum of two qualified representatives to act in coordination with the State Emergency Operations Center in the delivery of their respective services in the time of emergency or disaster.

Signed this 5th day of November, 2009.


James H. Douglas
Governor

FOREWORD

The State Emergency Operations Plan (SEOP) consists of the components depicted in [Figure 1](#). The paragraphs below describe each of the components of the Plan.

Base Plan

The Base Plan describes the structure and processes comprising a national approach to incident management designed to integrate the efforts and resources of Federal, State, local, private sector and nongovernmental organizations. The Base Plan includes planning assumptions, roles and responsibilities, concept of operations, incident management actions, and plan maintenance instructions.

Appendices

Appendices provide other relevant, more detailed supporting information, including terms, definitions, acronyms and authorities.

State Support Function Annexes

The State Support Function (SSF) Annexes group State resources and capabilities into functional areas that are most frequently needed in a state level response. The annexes detail the missions, policies, structures, and responsibilities of State and other agencies for coordinating resource and programmatic support to local jurisdictions and entities during minor, major or catastrophic incidents. The introduction to the SSF Annexes summarizes the functions of SSF coordinators and primary and support agencies.

Support Annexes

The Support Annexes provide guidance and describe the functional processes and administrative requirements necessary to ensure efficient and effective implementation of SEOP incident management objectives. The Support Annexes are described below.

- Emergency Management Assistance Compact (EMAC) Agreement outlines procedures for requesting and providing resources and personnel in accordance with EMAC guidelines.
- International Emergency Management Group (IEMG) Agreement provides guidance for carrying out responsibilities regarding international coordination in support of incident response requiring sharing of resources and personnel across the U.S.-Canadian border.
- Vermont State Annex to the Regional Supplement (DHS, FEMA Region I) describes the organization, actions and connectivity between the State and the Federal regional organization that support initial incident response.
- Continuity of Operations Plan (COOP) describes actions taken to ensure continuity of operations for the Incident Coordination Team when operating from the alternate SEOC.
- Logistics Management describes the framework within which the overall SEOP logistics management function operates. It also outlines logistics management responsibilities and mechanisms for integrating Federal, State and Local resource providers.

- The Disaster Recovery Plan describes actions undertaken by State agencies and departments in cooperation with public and private organizations to assist communities, businesses and individuals subsequent to a minor or major incident or disaster.
- Financial Management provides guidance for SEOP implementation to ensure that incident-related funds are provided expeditiously and that financial management activities are conducted in accordance with established law, policies, regulations and standards.
- Private-Sector Coordination outlines processes to ensure effective incident management coordination and integration with the private sector, including representatives of the Nation's Critical Infrastructure/Key Resources (CI/KR) sectors and other industries.
- State Rapid Assessment and Assistance Team (SRAAT) Field Operating Guidelines provide guidance to State agencies and departments and individuals for activation, deployment, operation and demobilization of SRAAT's.
- Vermont First Responder Guide to an Act of Terrorism provides guidance to first responders concerning roles and responsibilities of organizations responding to an act of terrorism.
- State of Vermont Public Assistance Plan describes actions to be taken by responsible agencies and departments during recovery related to infrastructure, subsequent to a Presidentially declared disaster under the Stafford Act.
- State of Vermont Individual Assistance Plan describes actions to be taken by responsible agencies and departments during recovery related to individual homes, subsequent to a Presidentially declared disaster under the Stafford Act.
- Worker Safety and Health details processes to ensure coordinated, comprehensive efforts to identify responder safety and health risks and implement procedures to minimize or eliminate illness or injuries during incident management and emergency response activities.
- Training and Exercises provides guidance for the establishment of training and exercise requirements to support continuing maintenance of individual and team qualifications as well as multi-level interagency training and the conduct of exercises.

Incident Annexes

The Incident Annexes address contingency or hazard situations requiring specialized application of the SEOP. The Incident Annexes describe the missions, policies, responsibilities, and coordination processes that govern the interaction of public and private entities engaged in incident management and emergency response operations across a spectrum of potential hazards. While it is understood that all possible incidents do not have a corresponding annex in the SEOP, the structure and organization of incident management activities as they apply to the State of Vermont are illustrated through the plan. Therefore if an incident annex is not present for a certain hazard as previously identified, by default, incident management activities are executed as composed in this plan. These annexes are typically augmented by a variety of supporting plans and operational supplements.

Agency Annexes

The agency annexes include authorities and summarizes roles and responsibilities of the agencies that are key to the implementation of the SEOP for preparedness, mitigation, response and recovery.

FIGURE 1. Organization of the State Emergency Operations Plan

Base Plan

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- Definitions
- Acronyms
- State Support Function (SSF) Summary
- State Support Function (SSF) Assignment Matrix
- SSF Threat Condition Actions (Limited Distribution)
- Public Safety Districts (Map)
- Executive Order

State Support Function Annexes

- SSF #1 - Transportation
- SSF #2 - Communications
- SSF #3 - Public Works and Engineering
- SSF #4 - Firefighting
- SSF #5 - Emergency Management, Recovery & Mitigation
- SSF #6 - Mass Care, Food & Water
- SSF #7 - Resource Support
- SSF #8 - Health and Medical Services
- SSF #9 - Search and Rescue
- SSF #10 - Hazardous Materials
- SSF #11 – Agriculture & Natural Resources
- SSF #12 - Energy
- SSF #13 – Law Enforcement
- SSF #14 - Public Information

Support Annexes

- EMAC Agreement
- IEMG Agreement
- Vermont State Annex to the Regional Supplement (DHS, FEMA Region I)
- Continuity of Operations Plan (COOP) (To be published)
- Logistics Management
- Disaster Recovery (To be published)
- Financial Management (To be published)
- Private-Sector Coordination (To be published)
- State Rapid Assessment and Assistance Team (SRAAT) Field Operating Guidelines
- Vermont First Responder Guide to an Act of Terrorism
- State of Vermont Public Assistance Plan
- State of Vermont Individual Assistance Plan
- Worker Safety and Health
- Training and Exercises

Incident Annexes

- Animal Health
- Biological
- Chemical
- Catastrophic

- Critical Infrastructure/Key Resources
- Cyber
- Drought
- Food & Agricultural
- Human Health
- Nuclear/Radiological
- WMD/Terrorism

Agency Annexes

- Agency and Department response plans

I. INTRODUCTION

PURPOSE OF THE PLAN

This plan is a state-level integrated emergency management document. It is designed to describe the Vermont emergency disaster response and response support process and serve as a guideline for all phases of comprehensive emergency management.

The Vermont State Emergency Operations Plan (SEOP) is the basis for the Vermont emergency management system. It is the primary outline for the coordination of Vermont capabilities in compliance with state and federal guidelines. Vermont Emergency Management personnel and its many response and recovery partners assisted in the development of this plan.

The plan is intended to be “All Hazards,” covering the entire range of emergency and disaster situations from natural disasters and technological hazards, to the impact of the threat of terrorism. Although it is called a “State Emergency Operations Plan,” the scope extends from preventive measures and preparations through local and state response actions, to recovery, post-disaster programs and Federal Disaster Assistance.

This plan is a reference of emergency disaster information and the basic source of data considered necessary to accomplish the various types of emergency missions that could confront Vermont State government. Special information required to deal with specific hazards by responders is summarized in the fourteen (14) State Support Functions (SSFs) in this plan, with reference to supporting documents, annexes and attachments. Details may be in separate annexes for the convenience of response or response support personnel.

This plan does not contain resource inventories, specific operating instructions or personnel directories. That information is included in a document entitled “Operating Guidelines” which is a Tab to each SSF Annex or included in the Agency Annex section of the plan or held by the responsible agency. This plan is designed to bring the user to the point of knowing what is to be done and who is to do it, and may include information relative to when and where the response will be concentrated. Each participating organization, private or governmental, must depend on its own expertise to develop the guidelines describing how it will carry out its assignments. Logistics, techniques, methodologies and implementation strategies are components of organizational procedure manuals. The development of these “Standard Operating Procedures” (SOPs), or “Emergency Service Operational Procedures” (ESOPs) or “Field Operating Guides” is the logical extension of this plan and the responsibility of each contributing agency.

This document does not fully address the State’s efforts at mitigation; that effort is specified in Volume II of the State Comprehensive Emergency Management Plan, called the State Hazard Mitigation Plan.

SCOPE AND APPLICABILITY

Scope

The SEOP covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of terrorism, major disasters, catastrophic incidents and other emergencies. The SEOP also provides the basis to initiate short and long-term community recovery and mitigation activities.

The SEOP establishes interagency and multi-jurisdictional mechanisms for State Government involvement in, and with VEM or the State Emergency Operations Center (SEOC) coordination of, incident support activities - depending on the magnitude of the incident.

This includes coordinating structures and processes for incidents requiring:

- State support to local governments;
- State-to-state support;
- The exercise of direct state authorities and responsibilities, as appropriate under the law; and
- Public and private-sector incident management integration.

In addition, the SEOP:

- Recognizes and incorporates the various jurisdictional and functional authorities of state departments and agencies, local governments and private-sector organizations in incident management; and
- Covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of terrorism, major disasters and other emergencies. This includes supporting statutory obligations for continuity of government operations for local and state levels, as well as judicial, legislative and executive branches in response as outlined in the Hazard Identification/ Risk Assessment.

Applicability

The SEOP applies to all state departments and agencies that may be requested to provide assistance or conduct operations in actual or potential Incidents. These incidents require a coordinated response by an appropriate combination of federal, state, local, private-sector and non-governmental entities.

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TYPES OF INCIDENTS THAT WE RESPOND TO IN VERMONT

LEVEL OF INVOLVEMENT & SUPPORT			
TYPE OF INCIDENT	DIR & CONTROL and SUPPORT	WHO RESPONDS	PLANNING
<p>Local</p> <p>Single or Multiple Jurisdictions or incident sites. Response within capabilities of the town and/or routine Mutual Aid Partners.</p>	<p>Incident Command (IC), Unified Command (UC)</p> <p>Incident Command Post (ICP), Local Emergency Operations Center (EOC), if necessary.</p> <p>SEOC Operating at Level 1 – VEM Duty Officer</p>	<p>Local Fire, Emergency Medical Services (EMS), Law Enforcement and/or Mutual Aid Partners.</p>	<p>Agency Standing Operating Procedures (SOP's) or Local Emergency Operations Plan (EOP)</p> <p>Regional All-Hazards Resource Plan.</p>
<p>Minor</p> <p>Single or Multiple Jurisdictions - Regional within the State. Beyond the capabilities of Local Responders & routine Mutual Aid Partners.</p> <p>Local Emergencies may be Requested & Declared, State Request for Federal Assistance Considered & Requested, if needed.</p>	<p>IC, UC</p> <p>ICP, Regional Coordination Center (RCC), State Emergency Operations Center (EOC).</p> <p>SEOC may be Activated at Level 2 (VEM Duty Officer + DPS Staff) or Level 3 [Incident Coordination Team (ICT) Support Staff + Designated State Support Functions (SSF's)].</p>	<p>Same as above with response from the State [State-Rapid Assessment & Assistance Team (S-RAAT), Hazardous Materials Response Team (HMRT), Other Special Teams and SSF's]</p> <p>Other regional agencies (hosp, etc.)</p> <p>Federal Agencies (DHS, FEMA, SBA)</p>	<p>Local EOP</p> <p>Regional All-Hazards Resource Plan</p> <p>State EOP/Radiological Emergency Response Plan (RERP). National Response Framework (NRF)</p>
<p>Major/Catastrophic</p> <p>State/Multi-State/Federal.</p> <p>State Declaration of Emergency and/or Request for Federal Assistance likely.</p>	<p>IC, UC</p> <p>Regional CC, State EOC.</p> <p>SEOC Activated at Level 3 or Level 4 (Full Activation with All SSF's).</p>	<p>Same as above with the likely involvement of additional State Resources</p> <p>Emergency Management Assistance Compact (EMAC) & International Emergency Management Group (IEMG) Resources</p> <p>Other Federal Agencies</p>	<p>Local EOP</p> <p>Regional All-Hazards Resource Plan</p> <p>State EOP/RERP</p> <p>NRF</p>

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The four (4) SEOC activation levels in response to those types of incidents are defined as follows:

LEVEL	DEFINITION
I - Monitoring	The VEM duty officer (DO) receives and acts upon calls from the public and/or other branches of state government or local agencies notifying the State of emergent situations such as flooding, ice storms, hazardous materials incidents, etc.
II – Limited Activation	When the DO encounters situations outlined below, operations shift to Level II with the activation of a second DO and supervisor: <ul style="list-style-type: none">• Multiple or simultaneous events/situations;• Events anticipated require protracted coordination or response by the State;• Events/situations affect large geographic areas;• An event at the Vermont Yankee Power Plant; or• When local officials activate an incident command post.• When another state agency activates an operations center.
III – Partial Activation	The State will activate the EOC at either the primary site in Waterbury or a secondary location shifting to Level III when: <ul style="list-style-type: none">• More than two (2) operational periods are anticipated;• There is an escalation of event(s);• State resources are activated and deployed;• There is a need for resources outside the affected area(s);• Directed by the Governor, Commissioner of Public Safety or Director of VEM;• There is an Unusual Event at Vermont Yankee;• Preliminary damage assessments (PDA) may lead to a Presidential declaration; or• Warning or anticipation of WMD or Terrorism incident,• Federal representation is likely.
IV - Full Activation	The State will fully activate the EOC and call in all assigned personnel if any of the threshold outlined for Level III exceed the capability of the ICT to coordinate resources during a Major or Catastrophic incident. Federal representation is anticipated.

INCIDENT MANAGEMENT ACTIVITIES

Incident Command System

The Incident Command System (ICS) is the model for command, control and coordination of an emergency response. It provides a means to coordinate the efforts of individual agencies as they work toward stabilizing the incident and protecting life, property and the environment. ICS uses principles proven to improve efficiency and effectiveness in an emergency response. Due to the increased complexity of events occurring in Vermont and the number of agencies/departments with responsibility to act, Vermont adopted ICS as the operational system to handle disaster/emergency situations.

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The Incident Command System can be scaled up or down to meet the need, which makes it a flexible model for situations widely disparate in scope and nature. It can be applied to a wide variety of emergency and non-emergency situations, such as:

- Fires
- Hazardous material accidents
- Multi-casualty incidents
- Events involving multi-jurisdictional and multi-agency responses
- Wide-area search and rescue missions
- Oil spill response and recovery incidents
- Single- and multi-agency law enforcement incidents
- Air, rail, water or ground transportation accidents
- Planned events (i.e., celebrations, parades, concerts)
- State or local major natural hazards management
- Acts of Terrorism and/or Weapons of Mass Destruction Incidents

ICS Organization

Every incident or event has certain major management activities or actions that must be performed. Even if the event is small, and only one or two people are involved, these activities still apply to some degree.

The organization of the Incident Command System is built around five major management activities. They are:

Command

- Sets objectives and priorities
- Has overall responsibility at the incident or event

Operations

- Conducts tactical operations to carry out the plan
- Develops the tactical objectives
- Organizes resource and response organizations
- Directs all resources

Planning

- Develops the action plan to accomplish the objectives
- Collects and evaluates information
- Prepares situation reports
- Maintains resource status
- Documents incident activities

Logistics

- Responsible for all of the services and support needs of an incident, including obtaining and maintaining essential personnel, facilities, equipment and supplies
- Provides support to meet incident needs

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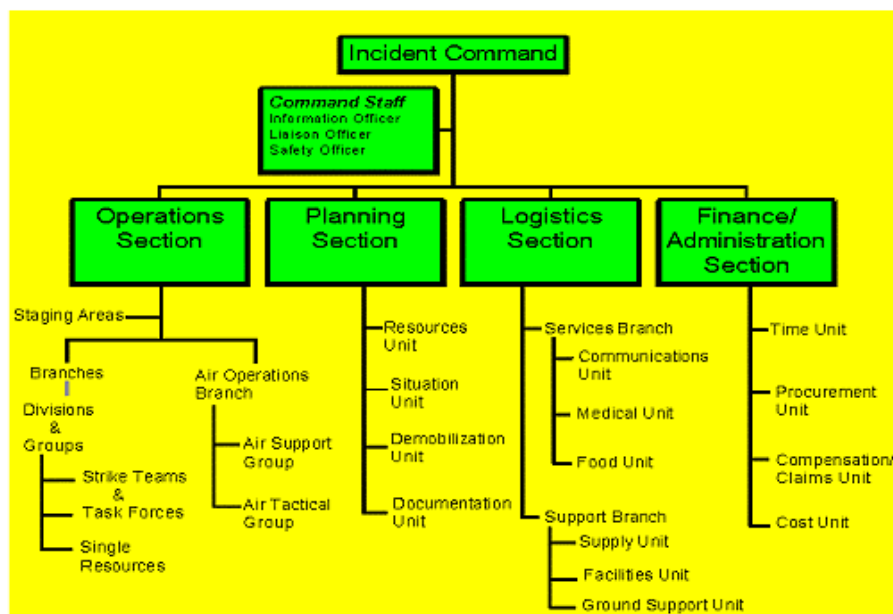
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Finance/Administration

- Monitors costs related to incident
- Provides accounting, procurement, time recording and cost analyses

These activities are the foundation upon which the ICS organization develops. They apply to any emergency, organizing for a major event or managing a major response to a disaster.

For small incidents one person, the Incident Commander (IC) may manage these major activities. Large incidents usually require that they be set up as separate sections within the organization. Each of the primary ICS Sections may be subdivided as needed. The ICS organization can be sized to meet the needs of the incident.



When the state activates in response to an emergency, it is usually in support of local operations that are already under way. In the overwhelming majority of incidents where state assistance is requested by a local jurisdiction, that request will be made to the VEM Duty Officer or the State Emergency Operations Center (SEOC). The SEOC will act as a Multi-Agency Coordination Center (MACC) within the State Multi-Agency Coordination System (MACS) and is responsible for coordinating or assisting agency resources in a multi-agency or multi-jurisdictional environment.

If a catastrophic incident occurs statewide or regionally and the capability of the SEOC to coordinate resource support is overwhelmed, public safety officials may activate one or more of the four Public Safety Districts as outlined in 20 V.S.A., Chapter 1, subsection 5. These public safety districts are coincident with the Vermont State Police (VSP) "Troop" areas and may operate as a Resource Coordination Center (RCC). The SEOC will provide assistance to Regional Coordinators, coordinate resources from outside the

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area command or coordination center and establish and maintain contact with the Governor and the DHS, FEMA.

Staffing and operation of these area coordination centers use resources from the VSP barracks, members of the State Rapid Assessment & Assistance Team (S-RAAT), volunteers and private agencies. A map of the Public Safety Districts is contained in Appendix V to this plan. The following figure indicates the four (4) levels of SEOC activation and likely staffing expectations for associated facilities of the Multi Agency Coordination System (MACS).

FACILITY STAFFING PATTERN

LEVEL	EOC	RCC* (IF ACTIVATED)	ICP/LOCAL EOC
I Monitoring	1 - Duty Officer (DO)		Local Responder Staffing as needed
II Limited Activation	2 or more – Duty Officers or support staff 1 – Supervisor		Local Responder Staffing as needed
III Partial Activation	S-RAAT* – deployable to towns or the RCC, as needed ICT* Personnel activated, as needed SEOC Director SSF Lead agency representatives as the situation dictates Federal representation is likely		Incident Commander EM Director Police/fire/ambulance representatives School officials Public works representatives Town officials Mutual Aid representatives
IV Full Activation	S-RAAT – deployable to RCC or towns, as needed SEOC Director All SSF Leads and designated agency representatives Federal representation is anticipated	AOT district personnel (SSF 1&3) VDH district personnel (SSF 8) VSP troopers (SSF 13) Hazmat Team representative (SSF 10)	Same as Level III activation

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Note: During Level III and IV, the DO assigned for that period will remain available in that capacity to deal with other events and notifications.

- * Regional Coordination Center (RCC)
Incident Coordination Team (ICT)
State- Rapid Assessment & Assistance Team (S-RAAT)

AUTHORITIES AND REFERENCES

Federal Statutes

- The Homeland Security Act of 2002
- The Federal Civil Defense Act of 1950, Public Law 81-920, as amended by Public Law 85-606
- The Disaster Relief Act of 1970, Public Law 91-696
- The Disaster Relief Act of 1974, Public Law 93-238 and, Executive Order 11795
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 100-707
- The Atomic Energy Act of 1954, Public Law 83-703 as amended
- The Superfund Amendment and Reauthorization Act of 1986, Public Law 99-499, Title III (SARA)
- 44 CFR Parts 59-76, National Flood Insurance Program and related programs
- 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements
- 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988
- 44 CFR Part 10, Environmental Considerations
- 44 CFR Part 14, Audits of State and Local Governments
- 44 CFR 350 of the Code of Federal Regulations
- 50 CFR, Title 10 of the Code of Federal Regulations
- 44 CFR 350 of the Code of Federal Regulations

Executive Orders

- Executive Order 11988, Flood Plain Management
- Executive Order 11990, Protection of Wetlands
- Executive Order 12657, Federal Emergency Management Assistance in Emergency Planning at Commercial Nuclear Power Plants
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities
- Executive Order 12241, Transferring review and concurrence responsibility for State plans from the NRC to FEMA
- Presidential Decision Directive - 39, United States Policy on Counter Terrorism
- Presidential Decision Directive - 62, United States Policy on Combating Terrorism
- Presidential Decision Directive - 63, United States Policy on Protecting America's Critical Infrastructures
- Homeland Security Presidential Directive – 5 – National Incident Management System
- Homeland Security Presidential Directive – 7 – Critical Infrastructure Identification, Prioritization and Protection
- Homeland Security Presidential Directive – 8 – National Preparedness

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Federal Supporting Plans

- Natural Oil and Hazardous Materials Pollution Contingency Plan
- Nuclear Regulation 0654/FEMA-REP-1, which provides federal guidance for development and review of Radiological Emergency Management Plans for Nuclear Power Plants
- “Interagency Radiological Assistance Plan” (Interim), U.S. Department of Energy, Region III. October 1994
- The Federal Bureau of Investigation’s Concept of Operations for Weapons of Mass Destruction
- The Federal Radiological Emergency Response Plan
- Federal Response Plan Terrorism Incident Annex
- Federal Response Plan Terrorism Incident Overview
- Chemical/Biological Incident Contingency Plan (Federal Bureau Investigation, Unclassified)
- Nuclear Incident Contingency Plan (Federal Bureau Investigation, Unclassified)
- Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism (Department of Health and Human Services)
- National Emergency Repatriation Plan, as revised February 1986
- Joint Plan for Noncombatant Repatriation, August 1999

Federal Publications

- National Response Framework, January 2008
- Reorganization Plan No. 3 of 1978, Establishing the Federal Emergency Management Agency (FEMA)
- Regional Emergency Operations Plan, Appendix A, Emergency Response Team Plan
- Digest of Federal Disaster Assistance Programs, FEMA 322
- Public Assistance, Public Assistant Guide, Federal Emergency Management Agency, FEMA 322

Vermont Statutes

- Title 18 V.S.A., Chapter 31, New England Compact on Radiological Health Protection
- Title 20 V.S.A., Chapters 1, 4, 5, & 7, 8, 21, 23, 25, 27, 29, 111, 113, 114, 117, 171, 194, Internal Security & Public Safety
- Title 32 V.S.A., Chapter 7, Taxation and Finance
- Legislative Year 1997 -- Act 137

Note: All other applicable state statutes relative to functions performed by state agencies are listed in the respective alphabetical subsections under “Authorities”.

Associated Vermont Publications

- Vermont Hazardous Materials Emergency Plan, (SARA, Title III) an extension of Subsection 8 of this Plan.
- Vermont State Hazard Mitigation Plan
- Vermont Emergency Relief and Assistance Fund

II. PLANNING ASSUMPTIONS AND CONSIDERATIONS

PLANNING ASSUMPTIONS

1. Although the majority of disasters in Vermont are managed locally, a disaster will occur with little or no warning, and will escalate to exceed the response capability of any single local authority or responding organization.
2. Achieving and maintaining effective individual and community preparedness is the first line of defense against disasters and can reduce the immediate stress on response organizations. This level of preparedness requires continual public awareness and education to ensure residents and businesses take precautions to reduce their emergency vulnerability, especially during and immediately after disaster impact.
3. Local governments utilize available resources and access mutual aid before requesting state assistance.
4. Evacuation and sheltering rely upon regional coordination.
5. Local officials involved in emergency management initiate actions that save lives and protect property and the environment while maintaining direction and control of resources within their areas based on procedures outlined in a local Emergency Operations Plan (EOP).
6. The State Emergency Operations Center (SEOC) is always activated to support local emergency operations.
7. When state resources and capabilities are exhausted, additional resources are available through the Emergency Management Assistance Compact (EMAC), the federal government and the International Emergency Management Compact (IEMC).
8. Planning at the regional and state levels is based on the pre-incident identification of at-risk populations and facilities and the determination of resource shortfalls and contingencies.
9. Persons who anticipate needing special care in emergency situations inform their special needs requirements to their Local Emergency Management Director before an emergency occurs.
10. Each state agency and volunteer organization documents and seeks reimbursement, as appropriate, for expenses incurred during disaster operations.
11. Vermont Emergency Management utilizes the principles of the National Incident Management System (NIMS), when coordinating a state-level response to an incident.
12. The State Emergency Operations Center acts as a multi-agency coordination center (MACC) when activated and is a component of the state Multi-Agency Coordination System (MACS).

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13. The Vermont Public Safety Districts are geographically and administratively congruent with the Vermont State Police Troop Areas (Appendix V of this plan contains a map of the Vermont Public Safety Districts).
14. The Vermont State Police Troop Commander may act as the Regional Coordinator under the principles of NIMS.
15. Government actions at local, state, judicial, legislative, and executive levels are executed according to statute and based on the continuity of government section later in this plan to ensure stability of leadership in preparing for and responding to all hazards.

SITUATION

This section of the plan provides background information about the State of Vermont, a summary of the major hazards faced by Vermont, and those pertinent planning considerations used in the preparation of this document.

Geography and Climate

Vermont occupies a geographical location astride the Green Mountains in the center of three ranges of the Appalachians. With the Adirondacks to the west and the White Mountains to the east, the state is partially shielded from many of the severe weather conditions that affect the northeastern United States.

Vermont has four (4) distinct seasons with daytime temperatures averaging in the mid-70s during the summer months and in the low 20's during the winter months. Annual rainfall is approximately 41 inches; annual winter snowfall averages between 80 to more than 140 inches, depending on elevation.

Avg. summer high temperature: 77-80°F*

Avg. winter high temperature: 26-33°F*

Avg. annual rainfall: 41 inches (104 centimeters)*

Annual snowfall: 80-140 inches (203-355 centimeters)*

* NOAA-NWS: 2007

In comparison with most states, Vermont is small in total area. However, Vermont is the second largest state in New England after Maine, just a few hundred square miles larger than New Hampshire. Vermont, the Green Mountain State, is bordered by Canada, New York, Massachusetts and New Hampshire. The Connecticut River forms the eastern boundary, while the western boundary runs down the middle of Lake Champlain for more than half of its length.

The state has 223 mountains over 2,000 feet in elevation. The mountainous areas of the state are primarily forested. Although Vermont was virtually clear-cut of timber during the late 19th century, more than 75% of the state's total area is now forested. Beneath the mountains and rolling hills are the fertile valleys that support an extensive dairy industry.

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As mountain ranges go, the Green Mountains are very old, and have been sculpted to their present form during several ice ages. Granite, marble, slate asbestos and talc have all been mined from the range.

Major Mountains:

- Mt. Mansfield, 4393 ft.
- Killington, 4229 ft.
- Mt. Ellen, 4083 ft.
- Camel's Hump, 4083 ft.
- Mt. Abraham, 4017 ft.

Major Rivers:

- Missisquoi River
- Lamoille River
- Winooski River
- White River
- Otter Creek
- West River
- Battenkill River
- Connecticut River (which runs along Vermont's eastern boundary)

Major Lakes:

- Memphramagog
- Willoughby
- Bomoseen
- St. Catherine
- Lake Champlain, the nation's sixth largest lake, runs along Vermont's western boundary and separates Vermont and New York

The state is divided north to south by the Green Mountains, with few direct east-west transportation corridors. Montreal, Quebec, with a population of 3.4 million, is the closest large city. Montreal is located 72 miles north of the international border, and approximately 110 miles from Burlington, Vermont's largest city.

Vermont's northern border is comprised of land area, as well as two (2) large bodies of water: Lake Champlain and Lake Memphremagog. Both lakes define a portion of the Vermont/Canadian border. Lake Champlain is part of the Intracoastal Waterway and is the nation's sixth largest lake. In addition, the border bisects several rivers and lakes or runs through exceptionally remote and rugged terrain.

The terrain along the border varies from gently rolling hills, farm and pasturelands, rivers and swamps to densely wooded forests and steep mountains. During the winter months,

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heavy snowfall can make a portion of the border region inaccessible. The two (2) major lakes can freeze during winter months, making them accessible by foot, ATV, snowmobile or other means and thus potentially exploited by criminals. The resident population along the international border is sparse. The porosity of the border and the known existence of criminal organizations (to include terrorist cells) within two (2) hours of the Vermont/Canadian border make it an ideal staging ground to plan crimes against and/or enter the US.

The State of Vermont's population, as of the last census, is 623,908 residents. This population is divided among fourteen (14) counties, with one (1) major population center in the Greater Chittenden County area. Vermont does not have any Urban Area Security Initiatives, but does have a Cities Readiness Initiative (CRI) in Chittenden, Franklin and Grand Isle Counties. In addition to the resident population, tourism adds thousands to the state's population. In 2005, visitors made an estimated 13.4 million person trips to Vermont for leisure, business and personal travel.

Vermont Demographics and Vulnerability Analysis

Total Area	9,615 square miles		
Total Land Area	9,249 square miles		
Total Water Area	366 square miles		
Length	160 miles		
Width	80 miles	Rank	45th
Highest Point	4,393 feet (Mount Mansfield)	Rank	43rd
Lowest Point	95 feet (Lake Champlain)	Rank	47th
Highest Temp	105 degrees on July 4, 1911 at Vernon		
Lowest Temp	-50 degrees on December 30, 1933 at Bloomfield		
Population (U.S. Census, April, 2006)	623,908		
Population per square mile (Pop./Land)	67.45		
Median Age (2006)	40.6		
Per capita income (2006)	\$34,623		
Disposable personal income per capita (2006)	\$30,317		
Median income of households (2006)	\$47,665	Rank	42nd

The State of Vermont's population as of the last census, is 623,908 residents. This population is divided among fourteen (14) counties, with major population centers in Burlington, St. Johnsbury, Newport, Barre, Montpelier, Rutland, St. Albans, South Burlington, Vergennes, Winooski, Brattleboro, White River Junction, Bennington, Springfield and Middlebury.

In addition to the resident population, tourism adds thousands to the state's population, fairly evenly distributed among the four seasons.

Industry

Tourism is Vermont's main industry with visitors to the state throughout the year in the realms of ski and winter sports, foliage, summer recreation, etc. The Vermont tourism industry directly and indirectly employs 36,250 Vermonters (approximately 12% of all jobs).

Manufacturing is the major employer and the second largest sector of the state's economy (after services), producing \$2.2 billion in goods. In the past 30 years, a thriving electronics industry has developed in the state's most populous regions. The world's largest quarries are found in Vermont. A high percentage of the non-agricultural labor force works in high technology industries.

Employment (as of the 2000 census): management, professional and related occupations (36.3%); service occupations (14.6%); sales and office occupations (24.5%); farming, fishing and forestry occupations (1.3%); construction, extraction and maintenance occupations (9.3%); production, transportation and material moving occupations (14.0%).

Industry is invited and encouraged to: participate in all exercises the Vermont Homeland Security Unit (VTHSU) coordinates; participate in local and regional all-hazards planning through the Local Emergency Planning Committees (LEPCs); participate in the intelligence sharing through the Automated Trusted Information Xchange (ATIX) project described in National Priority 4; and partner with Vermont in the development of Critical Infrastructure and Key Resources emergency response plans. State and local transportation authorities participate in various aspects of all-hazards planning in Vermont in an effort to support safe travel for the tourism industry as well as the inhabitants of the state. The Agency of Agriculture, Food & Markets represents the interests of the local agricultural industry in Vermont. They are involved in many aspects of the Emergency Management and Homeland Security Program, including grants review, strategy and plan development and capabilities assessments.

Agriculture

Vermont's agriculture is diverse. Approximately 6,000 farms in Vermont produce everything from emus to sheep's milk cheese. Nearly 1.5 million acres of Vermont land are in agriculture, sustaining the pastoral landscape that has made Vermont famous.

Dairy is the primary farm industry in Vermont, producing more than 2 billion pounds of milk annually. Approximately half the milk consumed in New England is produced on Vermont farms. Milk, cheese, ice cream, butter, yogurt and other popular dairy foods are produced from Vermont's rich milk.

Vermont is America's largest producer of maple syrup and also produces substantial crops of Macintosh apples, potatoes, eggs, honey, vegetables, Christmas trees, lumber, pulp wood and green house nursery products. Aquaculture, sheep, goat, turkey and horse rearing, especially of the famous Morgan horse, have been steadily increasing during recent years.

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Vermont has hundreds of roadside farm stands, and dozens of farmers markets. The farms in our rural communities provide a sense of place, an identity and a connection to land and heritage that is invaluable to Vermonters.

Transportation

Vermont shares several key infrastructure connections with Canada. Major roadways include I-89 and I-91, both of which terminate at the Canadian Border. These interstates allow easy access to major east coast cities, such as Boston and New York. Additional roads such as US Routes 2, 5, and 7 and Vermont Routes 78, 102 and 114 are all relatively short distances from one (1) of the major interstates, while also providing access to the border area. There are numerous county and town roads which both parallel and lead south from the international border. There are four (4) rail crossings on the international border.

Air Service

The State of Vermont has one (1) major international airport and sixteen (16) public-use airports. Burlington International Airport (BTV) is a full service airport covering 942 acres in South Burlington, Vermont. BTV utilizes two (2) runways, 15-33 at 8,320' long and 1-19 at 3,611' long. The main runway is capable of handling almost any aircraft, including Air Force One. Military aircraft of all types (up to and including the G-5 Galaxy) have utilized the airport. The east side of the airfield is utilized by Vermont Air National Guard (VTANG), 158th Fighter wing, and is currently serving a primary alert mission for the Northeastern United States. The VTANG also provides crash, fire and rescue services for the entire airport with the exception of the terminal which is provided by South Burlington Fire Department. The north end of the field is the home of a new Vermont Army National Guard Readiness Center which also houses Black Hawk helicopters. The south end of the airport is the home of general aviation, cargo and maintenance activities. In 2007, BTV handled in excess of 1.4 million passengers. Approximately 30% of passengers come from Canada.

Bus Service

The State of Vermont has one (1) major commercial bus company servicing the citizens and guests of the state with regularly scheduled trips. Additionally, there are three (3) charter bus companies. Vermont Transit Inc. is a wholly owned subsidiary company of the nationwide bus line, Greyhound Lines, Inc. Vermont Transit operates scheduled intercity bus service to Quebec, Vermont, New Hampshire, Massachusetts and Maine. Annually, Vermont Transit operates over 2.5 million miles and carries over 500,000 passengers. Vermont Transit provides the only ground transportation between Montreal, Quebec and Boston, Massachusetts. In 2007, Vermont Transit carried over 80,000 passengers across the United States and Canadian borders at Highgate Springs, Vermont and Phillipsburg, Quebec.

Rail Service

The State of Vermont rail service is covered by multiple rail companies that handle both freight and passenger service. Due to the Green Mountain range, the rail systems run

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primarily in a north-south and north-westerly direction. There are 617 miles of railroad operated in Vermont. The rail system makes Vermont accessible from large metropolitan cities like New York, Boston and Montreal. Vermont has a short line of track in the northeastern section of the state that belongs to St. Lawrence Atlantic Quebec Railroad. This line connects the State of New Hampshire to the east and Canada to the north. The passenger service includes Amtrak and several tourist train routes throughout the state. Amtrak connects to Vermont from the State of Massachusetts on the eastern rail system. Amtrak continues through the entire State of Vermont and ends in St. Albans, Vermont. Amtrak also has a line that runs from eastern New York State in Whitehall to Rutland, Vermont. This is a common line used by passengers coming from the New York City area. The Vermont Rail System includes several scenic tourist train rides: Green Mountain Flyer, White River Flyer and the Champlain Valley Flyer. These three (3) tourist trains carry an estimated 25 to 30 thousand passengers per year. The bulk of the rail system is used by freight trains that carry a variety of products including petroleum, lumber and wood, minerals, food and agriculture. An estimated 30% of the freight is petroleum products.

Ferry Service

The State of Vermont is bordered to the northwest by the nation's sixth largest lake, Lake Champlain. Lake Champlain Transportation Company has three (3) ferry crossings that traverse Lake Champlain. All three (3) ferry crossings take both cars and trucks. Lake Champlain Transportation Company services 2.5 million passengers per year. It is estimated that on two (2) of the three (3) crossings in Vermont, between 50 and 75% of the passengers are commercial. The third crossing carries mainly tourist populations. All vessels at the crossings are under the Maritime Transportation Security Act (MTSA). While no crossings allow vehicles to carry hazardous materials during the day, one crossing does accept vehicles carrying hazardous materials during the nighttime hours.

Government

Vermont government is distinctive for its local tradition of Town Meeting Day, held the first Tuesday in March. In many towns and villages, municipal and school budgets are voted from the floor as they have been for nearly 200 years. Vermont is among the few states in the nation that does not utilize county government structures. State government consists of a bicameral legislature of 30 senators and 150 representatives. Legislative and Gubernatorial elections are held every two (2) years. Vermont has two (2) United States Senators and a single Congressional Representative.

HAZARDS INVENTORY and RISK ASSESSMENT (HIRA)

The impact of expected, but unpredictable, natural and human-caused events can be reduced through emergency management planning. That planning must be grounded in the rational evaluation of the hazards and the risks they pose in order to prioritize actions designed to mitigate their effects. This Hazards Inventory and Risk Assessment (HIRA), in essence, asks and answers three (3) basic questions:

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- What are the hazards that threaten Vermont?
- What is the chance that any one of these hazards will occur (How likely)?
- What are the consequences if the hazard occurs (How bad will the impact be)?

Disasters that have previously occurred within the state give us information about what Vermont can reasonably expect, and the damages that may result. Looking at the disasters that have occurred in other states and the nation as a whole also provides useful information for planning purposes. Such potential hazards have been separated below and assigned likelihood and severity levels.

The chart below shows the history of major disasters in Vermont since 1963.

<u>Number</u>	<u>Declared</u>	<u>State</u>	<u>Description</u>
<u>1816</u>	01/14/2009	Vermont	Severe Winter Storm
<u>1790</u>	09/12/2008	Vermont	Severe Storms and Flooding
<u>1784</u>	08/15/2008	Vermont	Severe Storms, a Tornado, and Flooding
<u>1778</u>	07/15/2008	Vermont	Severe Storms and Flooding
<u>1715</u>	08/03/2007	Vermont	Severe Storms and Flooding
<u>1698</u>	05/04/2007	Vermont	Severe Storms and Flooding
<u>1559</u>	09/23/2004	Vermont	Severe Storms and Flooding
<u>1488</u>	09/12/2003	Vermont	Severe Storms and Flooding
<u>1428</u>	07/12/2002	Vermont	Severe Storms and Flooding
<u>3167</u>	04/10/2001	Vermont	Snowstorm
<u>1358</u>	01/18/2001	Vermont	Severe Winter Storm
<u>1336</u>	07/27/2000	Vermont	Severe Storms And Flooding
<u>1307</u>	11/12/1999	Vermont	Tropical Storm Floyd
<u>1228</u>	07/01/1998	Vermont	Severe Storms and Flooding
<u>1201</u>	01/16/1998	Vermont	Ice Storms
<u>1184</u>	04/25/1997	Vermont	Excessive Rainfall, High Winds, Flooding
<u>1124</u>	06/27/1996	Vermont	Flooding
<u>1101</u>	02/13/1996	Vermont	Storms and Flooding
<u>1063</u>	08/16/1995	Vermont	Heavy Rain, Flooding
<u>990</u>	05/12/1993	Vermont	Flooding, Heavy Rain, Snowmelt
<u>938</u>	03/18/1992	Vermont	Flooding, Heavy Rain, Ice Jams
<u>875</u>	07/25/1990	Vermont	Flooding, Severe Storm
<u>840</u>	09/11/1989	Vermont	SEVERE STORMS, FLOODING
<u>712</u>	06/18/1984	Vermont	SEVERE STORMS, FLOODING

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3053	09/06/1977	Vermont	Drought
518	08/05/1976	Vermont	Severe Storms, High Winds, Flooding
397	07/06/1973	Vermont	SEVERE STORMS, FLOODING, LANDSLIDES
277	08/30/1969	Vermont	SEVERE STORMS, FLOODING
164	03/17/1964	Vermont	FLOODING
160	11/27/1963	Vermont	Drought, Impending Freeze

Frequency

The likelihood that Vermont will suffer a type of disaster in the course of a year affects the efforts to prepare for and mitigate the effects of such an event. Available resources and the scope/severity of the emergency will often limit the capability of state and local officials to prepare effectively for all types of events. For this plan, hazard frequency was defined as follows:

<i>Rare</i>	May never have occurred or has an annual probability of one chance in 100 or less (1/100)
<i>Unlikely</i>	Has occurred in the United States or has an annual probability of 1/25 – 1/100
<i>Unusual</i>	Has occurred in Vermont or has an annual probability of 1/10 – 1/25
<i>Frequent</i>	Occurs often in Vermont, although in varying degrees

Severity

Each hazard creates a different amount of damage, both to life and property. A level of severity based on the potential damage that can be caused by the hazard can be useful in planning. Severity levels are designated as follows:

Minor:	Any disaster that is likely to be within the response capabilities of the local government with supporting mutual aid partners and result in only minimal need for state or federal assistance.
Major:	Any disaster that will likely exceed local capabilities and require a broad range of state and/or federal assistance. The Department of Homeland Security, Federal Emergency Management Agency will be notified and potential federal assistance will be predominantly recovery oriented.
Catastrophic:	Any disaster that will require substantial state and federal assistance, including possible military involvement. Federal assistance is required both in response and in recovery operations.

The geography in which the disaster occurs is an important factor in determining an event's severity. For example, localized events, such as the floods that have occurred in Vermont's recent past, have been effectively managed with local, state and federal resources. In a more widespread flood, however, such as that which occurred in 1973 or 1927, these same

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local, state and federal resources would be overwhelmed and inadequate. For purposes of this plan, we have designated geographical boundaries into three (3) levels:

Local:	One to a few surrounding towns involved
Regional:	Several towns in one or more counties affected
State:	Many towns in several counties are affected

Risk

The combination of hazard Frequency and hazard Severity creates a Risk for each type of hazard (Frequency + Severity = Risk). Each type of hazard discussed below has been classified according to these factors as being a very high, high, moderate or low risk to the state.

Information on some hazards is not very thorough, as there may be little experience with that type of event in Vermont. As additional information on each hazard becomes more available, the HIRA will be updated.

Discussion by Hazard Type

Floods

A comprehensive Hazards Identification review in 2007 and again in 2008 confirmed that flooding is the most common recurring hazard event in the State of Vermont. There are three (3) main types of flooding that occur in Vermont: flooding from rain or snow melt; flash flooding; and urban flooding. Flooding has also been known to occur as a result of ice jams in rivers adjoining developed towns and cities. These events may result in widespread damage in major rivers' floodplains or localized flash flooding caused by unusually large rainstorms over a small area. The effects of all types of events can be worsened by ice or debris dams and the failure of infrastructure (especially culverts), private dams and beaver dams.

In June through August 2008, extensive flooding and severe storms resulted in three (3) federal disaster declarations. In January 2007, December 2008 and January 2009, there were concerns that an ice jam in Montpelier might lead to major flooding in the downtown area. Major flooding occurred in Montpelier in 1992 due to ice jam formation along the Winooski River. Ice jams have been identified as an increasingly dangerous hazard in Vermont, as these can lead to sudden and catastrophic flooding in many locations. The Winooski River and Dog River in Montpelier have been identified as particular areas of interest, given the history of ice jams and flooding in these locations. More than a dozen serious ice jams events have occurred in Montpelier since 1900. In 1992, an ice jam in Montpelier led to flood inundation in the downtown area, causing more than \$5 million in damage to buildings, homes, roads, culverts and other infrastructure facilities. Ice jams in this location have been identified as far back as the 1700s. From February through March 2007 and again in December 2008, the city of Montpelier and state agencies carefully monitored a large frazil ice jam on the Winooski River at Cemetery Bend, which threatened to flood downtown Montpelier. Strategically placed gauges along the river allowed authorities to monitor the height of the river and rate of rise; alarm systems are in place to warn citizens of impending flooding. In addition, the Army Corps of Engineers/CRREL have established a website with monitoring equipment and gauges indicating level of rise, depth

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of water and river temperature. This can be accessed by emergency management officials so that sufficient warning can be given if flooding appears to be imminent. Fortunately, flooding was averted in 2007 at least in part due to proactive measures taken by city officials, including ice dusting and application of warmer treated waste water over portions of the ice.

One of the worst flood disasters affecting the state occurred on November 3, 1927. This event was caused by nearly ten (10) inches of heavy rain from the remnants of a tropical storm that fell on frozen ground. The flood claimed 84 lives, more than 1,000 bridges and hundreds of miles railroads and roads. Over 600 farms and businesses were destroyed. Flooding in the White River valley was particularly violent, with the river flowing at an estimated 900,000 gallons per second on the morning of the November 4, 1927 (Vermont Weather Book).

A prime example of the damage done was in the hamlet of Gaysville, which had a large mill, church, stores and many residences destroyed during the flood. The worst widespread spring flooding occurred on March 13-19, 1936, when slow-moving storms with warm air combined to drop around eight (8) inches of rain on a late winter snow pack that had a water equivalent of ten (10) inches.

One of the more recent widespread floods occurred on June 28-30, 1973, when up to six (6) inches of rain fell. A presidential disaster was declared for the entire state and damage was estimated at \$64 million.

Within the last several years, a number of floods have affected limited areas of the state. They were usually the result of intense summer thunderstorms. An example was the summer flood of 1998 when torrential rain deluged the Warren, Randolph and Bradford areas. The overall situation resulted in a presidential disaster designation (DR-1228) covering June 17-August 17, 1998.

The summer of 1998 had a record amount of precipitation that fell in Vermont with Burlington setting a new annual rainfall record of 50.42 inches. July 1998 ranks as the fourth wettest month and June 1998 as the fifth wettest on record for Burlington. Rain in Vermont is either accumulated by the many low pressure systems that track through the state, or from fast moving and destructive summer thunderstorms.

By far, flooding is the most frequently occurring natural hazard in Vermont. There is always a risk of either localized or statewide flooding each year. In 2002, FEMA provided assistance for individuals and families that were victims of severe storms between June 5-13 in Franklin, Orleans, Lamoille and Caledonia counties. The most recent major federal disaster declaration for Vermont was due to widespread flooding in seven counties and caused \$1.8 million in damage.

The summer of 2006 saw flooding throughout many states in the Northeast. In May 2006, Burlington received a record amount of rainfall, almost an inch more than the previous record, set in 1983. Flooding caused extensive damage to the small town of Athens, Vermont in late June 2006. This flooding was caused by persistent rainfall for the entire month of June, exacerbated by excessive rain caused by one (1) storm system passing through. The damage was mostly suffered in roadways because of flash flooding which

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turned a normally placid body of water, Bull Creek, into a raging flow. There were reports of a mudslide in Dummerston which also caused damage to roadways. This was the most serious occurrence of localized flood damage in Vermont in 2006 and involved a State Emergency Operations Center activation. The Nor'easter of April, 2007 resulted in a federal disaster declaration (DR-1698). High winds during this April storm resulted in many trees down and damage to some private homes and public infrastructure, primarily in southern Vermont.

Recent studies have shown that most flooding in Vermont occurs in upland streams and road drainage systems that fail to handle the amount of water they receive. Due to steep gradients, flooding may inundate these areas severely, but only briefly. Flooding in these areas generally has enough force to cause erosion capable of destroying roads and collapsing buildings. These areas are often not mapped as being flood prone and property owners in these areas typically do not have flood insurance (DHCA, 1998). Furthermore, precipitation trend analysis suggests that intense local storms are occurring more frequently. Additionally, irresponsible land use and development will exacerbate the pre-existing vulnerability. Urban flooding usually occurs when drainage systems are overwhelmed and damages homes and businesses. This flooding happens in all urban areas, but specifically in Burlington where the downtown area is located at the bottom of a gradient, which adds to the intensity of this localized flooding.

One of the major problems affecting Vermont roadways is that they were constructed near or along rivers, in flood prone areas, or in V-shaped valleys. This is one reason why damage that generally occurs due to flooding in Vermont primarily affects the roadways. Destruction of roadways can also affect emergency assistance and evacuation of populated areas, which could be harmful to public safety and well-being.

In 2008, Vermont was subject to severe storms, a tornado and multiple flooding events from June through August. Statewide aggregate infrastructure damage from these events exceeded \$6 million. This resulted in three (3) separate federal disaster declarations (DR-1778, DR-1784 and DR-1790).

Frequency:	Frequent
Severity:	Minor to Catastrophic
Risk:	High

Winter Snow and Ice Storms

Frequent and severe winter storms can cause serious damage, including collapse of buildings due to overloading with snow or ice, dangerously low temperatures, power outages due to downed trees and power lines and the closure of rail, road and air travel. Vermonters are at risk of freezing in extended power outages if they lack backup heat. Those shoveling large accumulations of snow can also be at risk for frostbite, hypothermia and heart attacks due to cold and overexertion. While snow removal from the transportation system is standard fare in Vermont winters, extreme snow or ice that closes road systems can jeopardize any stranded persons with the danger of freezing and make transport for medical assistance difficult.

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Severe winter storms include a blizzard on February 15-17, 1958 that dumped more than 30 inches of snow and resulted in 26 deaths in New England. On December 26-27, 1969, another blizzard left 18-36 inches of snow in northwestern Vermont and 45 inches in Waitsfield. Governor Dean Davis declared a state disaster. Drifts of snow from that storm piled up to 30 feet in places. A string of storms hit Vermont in March 2001, beginning with 15-30 inches on March 5-6 (later declared a federal disaster), 10-30 inches on March 22 and 10-20 inches on March 30.

The worst winter storm to hit the state recently was not a snowstorm, but an ice storm. In January of 1998, the right combination of precipitation and temperature led to the accumulation of more than three (3) inches of ice in spots, closing roads, downing power lines and snapping thousands of trees. This storm was estimated as a 200-500 year event. Power was out up to ten (10) days in some areas, and 700,000 acres of forest were damaged in Vermont. Vermont suffered no fatalities, unlike Quebec where 3 million people lost power and 28 were killed. After the storm temperatures rose causing the ice to melt and permitting crews to reopen roads and which kept many residents from freezing in their unheated homes.

On February 14, 2007, Vermont experienced the second heaviest snowfall on record. Some areas of Vermont received from 28-36 inches of snow in a 24-48 hour period. Heavy snow loads on roofs led to the collapse of at least 10 barns, causing the death of some cows and other livestock.

In late 2008, winter storms and high winds resulted in extensive power outages, primarily in southern Vermont counties. Upwards of 40,000 homes and businesses were without power for several days during this period.

Frequency:	Frequent
Severity:	Minor to Major
Risk:	Moderate

Extreme Weather (Hurricanes, Tropical Storms, Thunderstorms, Lightning, High Winds, Hail, and Tornadoes)

Many extreme weather events occur in combination; so they have been combined here. Hurricanes (storms with sustained winds greater than 74 mph) rarely reach as far inland as Vermont, more often having weakened to tropical storms or depressions. The worst non-winter storm to hit Vermont was the disastrous hurricane of 1938. On September 21, 1938, a very fast moving hurricane hit Vermont in the early evening causing wind damage. There was also severe flooding as more than four (4) inches of rain accompanied the storm. Buildings were lost, power lines downed and many trees destroyed. Much more recently, Tropical Storm Floyd in September 1999 caused flooding and wind damage in parts of Vermont, as well as one fatality, and resulted in a federal disaster declaration.

More common than hurricanes or tropical storms are severe summer thunderstorms, which can cause flooding and high winds. Thunderstorms can generate damaging winds, such as parts of eastern Vermont experienced on July 6, 1999; downing hundreds of large trees in a few minutes. The state also has occasional tornadoes, which are capable of damaging or destroying structures, downing trees and power lines. Tornadoes are less common than hail

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storms and high winds, but have occurred throughout Vermont. In fact, 39 tornadoes were recorded in the state between 1950 and 2003, injuring ten (10) people and causing over \$8.4 million in property damage. Tornadoes are classed by wind speeds and placed into five categories (F0-F5). All recorded tornadoes in Vermont have either been F0 (40-72 mph winds), F1 (73-112 mph winds) or F2 (113-157 mph winds). Interestingly, F2 tornadoes are the most common of the three (3) classes recorded in the state. Often high wind events are initially misidentified as being tornadoes, yet are subsequently identified as straight-line wind events. These are typically short in duration, but can have a severe impact in terms of damages and personal injury. A tornado was noted in July, 2008 in northern Vermont, and another in May 2009.

Hailstorms occur in Vermont, usually during the summer months, and are generally an accompaniment to passing thunderstorms. While local in nature, these storms are especially significant to area farmers, who can lose entire fields of crops in a single hailstorm. Large hail is also capable of property damage. There have been 282 recorded hail events in Vermont spanning the 50 years between 1955-2005. Most of these events had hail measuring .75 inches, but many had hail at least 1.5 inches in size. The largest hail during the period was 3-inch hail that fell in Chittenden County in 1968 (National Center for Climate Data). Tennis ball-sized hail was reported in the town of Chittenden during a storm in the summer of 2001. In 2006 in Barnet, a sudden summer wind storm caused extensive localized damage and injuries at a local Buddhist center in this small Northeast Kingdom village.

Frequency:	Locally rare to unusual
Severity:	Minor to Catastrophic (if widespread)
Risk:	High (for severe thunderstorms and associated weather) Moderate (for other extreme weather)

Extreme Temperatures

Extreme cold or heat, while often associated with other disasters, can create emergencies by themselves if they continue for several days. Extreme cold, especially when the ground is not insulated by snow, can freeze water lines, overburden power and heating systems, hamper transportation and directly threaten individuals exposed to weather with frostbite and hypothermia. Extreme heat can overload power and cooling systems, buckle rail lines, wither crops and threaten people with heat exhaustion and stroke.

Luckily, Vermont has a climate where truly extreme cold is unusual and extreme heat is unlikely. However, these types of events do occur. In February of 1979, for over two weeks the state had an average temperature of only 9° F, with minimum recordings of -40° F. On the other end of the scale, in July of 1911, Northfield had a 12-day average of 90.75° F. The summer of 1949 was also very hot with 25 days above 90° F. While certainly uncomfortable, these extreme temperatures usually create only minor emergencies, although they usually affect at least one region of the state.

Frequency:	Unusual
Severity:	Minor
Risk:	Low

Droughts & Wildfires

Even though the state usually has adequate rainfall, droughts do frequently occur. Several severe droughts have been recorded during the last century, while moderate and mild droughts are much more common. These localized deficiencies of water leave wells dry, damage to crops, and restrictions on water usages. Between 1964-1966, there was a protracted drought, rated severe in 1964 and worsening to extreme between 1965-1966 (National Climate Data Center). Droughts cause the loss of potable water when wells run dry, and can have severe impacts on crops and livestock. Drought also makes conditions ripe for wildfires, and during 1966 there were 14 Class C wildfires in Vermont ranging from 10-100 acres, much larger than the average forest fire in Vermont of 2.5 acres. In the summer of 2003 Vermont experienced drought conditions with many communities reporting the season to be the driest on record.

There were two (2) declared statewide droughts in June and July 1995. These droughts were due to a lack in rainfall which required officials to put restrictions on water usage. Lack of rain combined with some of the hottest temperatures led to the loss of crops in some areas. The drought persisted through the summer 1995, and third, more severe drought affected southern Vermont in August of that year. This loss of crops can be seen in the low yields of corn and hay for that year.

Vermont has a highly variable climate, and is therefore unpredictable. However, droughts (like floods) are of serious concern to the population of Vermont. Droughts are a low frequency hazard unlike floods which are high frequency. It is often difficult to recognize the onset of a drought during its preliminary stages, but is easier to recognize when in the midst of one. These factors sometimes lead to the ignorance or disregard for the seriousness of a drought. In late summer/early autumn of 2007, shortages of ground water were evident in several areas of Vermont. This was particularly apparent in areas where wells were relatively shallow in depth. Studies of groundwater sources and supply may be undertaken by the State Geologist in the 2007-2010 timeframe.

The wildfire threat in Vermont is relatively rare. Wildfire conditions in Vermont are typically at their worst either in spring when dead grass and fallen leaves from the previous year are dry and new leaves and grass have not come out yet, or in late summer and early fall when that year's growth is dry. In drought conditions, this risk is obviously higher, and the risk of wildfire due to drought was severe enough to warrant a statewide ban on open burning in 1966. That was the last such statewide ban until one was issued in 1999 due to drought. But due to a very dry April 2000, the state once again had to declare a temporary burning ban, and at the end of 2001 the State remained in a drought. Most recently there was a statewide ban on open burning that occurred October 2005 and was rescinded April 2005. The wildfire risk is considered statewide, excluding the built up urban areas of Burlington, South Burlington, Montpelier, Rutland, St. Albans and Brattleboro. In August, 2007 minor wildfires were reported in the Springfield and Hartford areas.

Frequency	Unusual
Severity:	Minor to Major

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Risk: Moderate

Structural Fire

Vermont has one of the highest per capita death rates from fire in the nation. This is often the deadliest form of disaster throughout the state. In 2000, there were 831 structural fires in the state; 12 of which resulted in 22 civilian deaths, and 20 of which occurred at residences. Although there have been requirements for smoke detectors in rental housing for over 20 years, and requirements for smoke detectors in single family dwellings since 1994, only one (1) building involved in the fatal fires in 2000 had working smoke alarms. In all of the 38 fatalities from fire between 1999-2003 only 4 reported to have working smoke detectors. Smoking materials were the leading cause of fire deaths in Vermont between 1995-2004.

Less frequent than the individual fires are the major fires that can destroy town centers and often necessitate a large response and economic aid for recovery. A fire in an unprotected downtown can be devastating. For example, in a 15-month period between December of 1991-July of 1992, 55,000 square feet of the Randolph Village business district was lost to fire. All were accidents or acts of nature.

Carbon Monoxide (CO) poisoning has been of concern to the Vermont Department of Public Safety. CO detectors have recently been required to be installed in all dwellings where people sleep; this regulation is part of the Vermont Fire & Building Safety Code 2005. CO poisoning is commonly caused by heating appliances that are not working correctly, such as: clothes dryers, water heaters and emergency generators. There were over 800 incidents of CO poisoning including six (6) deaths between 2001 and 2004 in Vermont.

Frequency: Frequent
Severity: Locally Extensive
Risk: High

Landslides

Vermont actually has a relatively high incidence of landslides, though this type of disaster rarely occurs. Landslides usually result from man-made or natural changes to groundwater flow that cause pore pressure changes in bank materials or removal of vegetation and man-made or natural undercutting of steep banks. Recently, Jeffersonville, Bethel, Georgia and Hardwick have experienced significant landslides. There was a significant rock slide reported in the Smugglers Notch area in summer 2006. A new landslide protocol is being developed in the 2008-2010 timeframe by the State Geologist at the Department of Environmental Conservation (DEC) to help assess, track and mitigate landslide hazards statewide.

Frequency: Unusual
Severity: Minor
Risk: Low

Climate Change

Climate change is acknowledged by many scientists as a real danger due to its cumulative effects. Some experts agree that greenhouse gas emissions from industrialized countries and other human activity have contributed significantly to climate change. The latest report on wholesale climate change and its effects on New England states, is that: if warming occurs as projected, it will “fundamentally change both the character and quality of life in the New England Region” (The New England Regional Assessment, August 2001). The two (2) models used to project long-term climate in New England suggest generally warmer temperatures. The effects of global warming will occur over decades, and will slowly affect the native vegetation of Vermont, allowing the introduction of new species. A warmer climate could also allow disease vectors into the state that the climate has so far excluded. Winters are expected to generally be less severe and summers slightly hotter. It is possible that extreme weather events would become more common.

The long-term range models are predicting an increase of 4°F in temperature in Vermont by 2100, and a precipitation increase by 30% in winter. With warmer temperatures there will have to be a huge consideration for water supplies because many individuals in Vermont use private wells. There are other projections that look at crop and vegetation, which could drop by nearly 40% in some areas, causing great disruptions in the agricultural sector in Vermont. Forests and ecosystems are also in danger due to warming trends and changes in climate.

Global climate change will likely increase the frequency and severity of flood inundation, fluvial erosion, and landslide hazards. Vermont’s historic settlement pattern, the widespread channelization of rivers and loss of functioning flood plains due to encroachments make Vermont particularly vulnerable to climate change related increases in flood frequency and magnitude. In addition, climate change may also lead to catastrophic physical adjustments of stream channels during storm events.

Frequency: Not Applicable

Severity: Uncertain (potential for serious economic and ecological disruption)

Risk: Moderate

Technological Hazards

Technological hazards are *accidental* dangers created by man-made substances, facilities or actions that threaten people or property. These include train derailments, airplane crashes, vehicle crashes, hazardous material spills or leaks, explosions, radiation, noxious or poisonous fumes, dam failure and structure collapse. Since the state has busy highways and Interstates, active rail lines, fuel storage facilities, a nuclear power plant, and other built-up infrastructure, the potential exists for something to go awry in a dangerous way. In fact, though these types of accidental events are uncommon, they are not unknown. Accidents include several derailments, a propane rail car explosion in Fairlee in 1974 and many hazardous materials spills. Data on what substances are transported over roads and rails are very limited, but by volume and accident data, the most probable events are petroleum related.

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Due to an event in 2004 involving two (2) misplaced radioactive fuel rods at the Vermont Yankee nuclear power plant in Vernon, additional precautions and safety systems were being implemented at this location. In addition, federal and state regulatory oversight is being increased to ensure public safety at Vermont Yankee and surrounding towns.

Frequency: Frequent
Severity: Minor to Potentially Catastrophic
Risk: Moderate to High

Terrorism and Civil Hazards

The history of terrorism in America has intensified our resolve to be as prepared for an emergency as possible. Whether it was the first World Trade Center, the Murrah Federal Building in Oklahoma City, the incidents of September 11, 2001, the anthrax attacks of 2001 or the emerging domestic terrorist threats all illustrate our vulnerability to acts of terrorism. These criminal incidents, while not directly affecting Vermont, created an environment of fear of the entire nation. Terrorism and crimes include actions intentionally aimed at threatening lives and property. These crimes may range from a single person on a shooting rampage to a cyber attack that attacks computer systems. Additionally, these crimes could include the deployment of weapons of mass destruction (WMD) during a crime. WMD incidents could involve Chemical, Biological, Radiological Nuclear Explosive devices (CBRNE). Recent threat assessments indicate that Vermont has a very low risk as it relates to organized crime threats with few primary targets as outlined by DHS guidance. Additional analysis of threats is ongoing, based in part to previous attacks/crimes against America, as well as updated data.

Vermont has a Senior Advisory Group designed to provide the Governor with advice on the deployment of assets during times of heightened alert related to crimes. The Homeland Security Multi Agency Coordination Group provides guidance to the Governor on the immediate needs of the state based on actionable intelligence.

The most probable form of terrorism to affect Vermont would be in the form of conventional bombing, hijacking, kidnapping or shooting incidents. A CBRNE attack must still be considered a rare event, but with the potential for catastrophic consequences. Many state agencies and departments have created internal protocols outlining their actions in a terrorism incident.

Frequency: Unlikely
Severity: Minor to Catastrophic
Risk: Low

Epidemics and Other Health Threats

Contagious diseases that are fatal or cause serious illness are generally not thought of as hazards, but the annual flu season causes many deaths nationwide. The great influenza epidemic of 1918 killed millions worldwide and would likely cause hundreds to thousands of deaths in Vermont should a similar outbreak occur. In fact, it is anticipated that a more

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serious strain of the seasonal flu will occur some year and that vaccines might not be ready in time.

Other diseases such as HIV/AIDS, cholera, malaria and resistant tuberculosis are already major disasters in some parts of the world, but not prevalent in Vermont. An incident that caused water supplies to become contaminated or resulted in people eating spoiled food could also have health implications. Rabid animals could be a local threat. The potential for large-scale infection of Vermont's commercial animal population with foot and mouth disease (so-called "mad cow disease") or any number of poultry viruses, while unlikely, could cause widespread economic problems.

A health threat might also result from a bio-terrorist act covered above.

Frequency:	Rare
Severity:	Minor to Catastrophic
Risk:	Moderate

Earthquakes

Surprising as it is to some, Vermont is classified as an area with "moderate" seismic activity. This can be compared to the west coast of the United States, which is classified as "very high" and the north-central states classified as "very low." Sixty-three known or possible earthquakes have been centered in Vermont since 1843 (*Ebel, et. al. 1995*). The two (2) strongest recorded quakes measured in Vermont were of a magnitude 4.1 on the Richter scale. One (1) was centered in Swanton and occurred on July 6, 1943, and the second occurred in 1962 at Middlebury. The Swanton quake caused little damage, but the Middlebury quake broke windows and cracked plaster.

In addition, earthquakes centered outside the state have been felt in Vermont. Twin quakes with a magnitude of 5.5 on the Richter scale occurred in New Hampshire in 1940. In 1988, an earthquake with a magnitude 6.2 on the Richter scale took place in Saguenay, Quebec and caused shaking in the northern two-thirds of Vermont (*Ebel, et. al. 1995*).

A computer earthquake damage simulation (HAZUS program) conducted by the Vermont State Geologist's Office suggests that there is little earthquake risk in Vermont at 100 and 250 year recurrence intervals; however, there is a potential risk at the 500-year recurrence level. A Report on The Seismic Vulnerability of the State of Vermont (*Ebel, et al., 1995*) postulated five (5) once in 500 Year "strong" earthquake epicenters in the Northeast that could be expected to cause damage in Vermont are located at Middlebury (5.7 magnitude), Swanton (5.7 magnitude), Montreal, Quebec (6.8 magnitude), Goodnow, New York (6.6 magnitude) and Tamworth, New Hampshire (6.2 magnitude). Using these epicenters and magnitudes, further HAZUS runs confirmed that each of these earthquakes could cause ground shaking in certain parts of Vermont sufficient to result in millions of dollars in damage.

Of the six (6) possible once-in-500-year quakes analyzed, the greatest geographical threat varies depending on the epicenter. All of the quakes have predicted peak ground accelerations greater than 0.1 g and would cause widespread damage resulting in tens to hundreds of millions of dollars in structural and economic losses, and undetermined

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casualties. The Swanton and Middlebury quakes were estimated to have PGAs of 0.4 g and total losses exceeding \$300 million dollars each (HAZUS).

Frequency: Rare
Severity: Minor to Catastrophic
Risk: Low to Moderate

Shortages

Shortages of electrical power, fuel, food and water are likely to be temporary and the indirect result of a localized disaster creating disruption in transportation and supply systems or of a widespread weather event. Loss of power has occurred in the past and utilities have been able to restore service with little difficulty. A fuel shortage would not be a problem except in a very unusual extended event that would affect the entire Northeast.

Food and water shortages can cause critical problems in disaster situations; however, relief organizations such as the American Red Cross and National Guard respond quickly to natural disasters. Getting supplies to disaster sites can be a logistical need and both the National Guard and the Vermont Agency of Transportation can quickly create needed access or transport people. In addition, the Vermont National Guard can be used to access isolated communities in extreme cold.

Local governments and the state, working with public and private agencies, have the capability to provide emergency shelters for those displaced from their homes. These same agencies also have stockpiles of emergency generators available for use during protracted periods of power loss. Vermont Emergency Management and the American Red Cross maintain a database of available generators and shelters located throughout the state.

Frequency: Frequent
Severity: Minor to Major
Risk: Low

Infestations/Invasive Species

Infestations by pests or invasive species do not generally pose a direct health threat; but they are capable of altering ecosystems, damaging fields and forests, clogging waterways and water supply intakes and even causing problems with vehicles and air systems. Historically, Vermont has periodically dealt with occurrences; such as the invasion of “worms” which occurred in 1770. They were most likely the same army worms that very recently caused over \$8 million dollars in damage to the 2001 Vermont hay crop. Other non-native, invasive plants and animals - from Eurasian milfoil to zebra mussels – have caused millions of dollars more in damage throughout Vermont.

Frequency: Unlikely
Severity: Minor to Major
Risk: Low

This table summarizes the Hazard Inventory/Risk Assessment.

Hazards Inventory and Risk Assessment Summary (HIRA)			
Hazard Type	Frequency	Severity	Risk
Floods	Frequent	Minor to Catastrophic	High
Winter Storms (Snow and Ice Storms)	Frequent	Minor to Major	Moderate
Extreme Weather (Hurricane, Tropical Storms, Thunderstorms, Lightning, High Winds, Hail, and Tornadoes)	Locally Rare to Unusual	Minor to Catastrophic (if widespread)	High for severe thunderstorms and associated weather Moderate for other extreme weather
Extreme Temperatures	Unusual	Minor	Low
Droughts & Wildfires	Unusual	Minor to Major	Moderate
Structural Fire	Frequent	Locally Minor to Major	High
Landslides	Unusual	Minor	Low
Climate Change	Not Applicable	Uncertain, potential for serious economic and ecological disruption	Moderate
Technological Hazards	Frequent	Minor to potentially catastrophic	Moderate to High
Terrorism and Civil Hazards	Unlikely to Rare	Minor to Catastrophic	Low
Epidemics and other Health Threats	Rare	Minor to Catastrophic	Moderate
Earthquakes	Rare	Minor to catastrophic	Low to Moderate
Shortages	Frequent	Minor to Major	Low
Infestations/Invasive Species	Unlikely to Rare	Minor to Major	Low

III. ROLES AND RESPONSIBILITIES

ROLES

Incident management and emergency response is a shared responsibility of local and state government, non-government volunteers and private organizations when the magnitude of the incident or event dictates.

The duties and functions of these groups are usually similar to their everyday functions, except that they must be performed at speed or maximum operational capacity. Occasionally, assignments may be made to a particular organization because of specialized resources or capabilities.

Areas of responsibility of public and private response agencies are listed in the major categories known as State Support Functions (SSFs) outlined in each of the SSF annexes. The use of the term State Support Function is used to differentiate from Emergency Support Function (ESF) which is used at the federal level in the National Response Framework (NRF). There are fifteen (15) ESFs and fourteen (14) SSFs that are summarized and aligned in Appendices III and IV of this plan. Detailed roles and responsibilities are found in the appropriate State Support Functions and Agency Annexes. The SSF chart should be used as a guide for determining statewide responsibilities. The individual plan of each participating agency, department or private organization contained in the Agency Annexes outlines its mission, legislated mandate, situation, organization and implementation protocols for its areas of responsibility. See the specific annexes for details.

Police, fire, public health and medical, emergency management, public works, environmental response and other personnel are often the first to arrive and the last to leave an incident site. In some instances, a federal agency in the local area may act as a first responder, and the local assets of federal agencies may be used to advise or assist state or local officials in accordance with agency authorities and procedures. Mutual aid agreements provide mechanisms to mobilize and employ resources from neighboring jurisdictions to support the incident command. When state resources and capabilities are overwhelmed, the Governor may request federal assistance under a Presidential disaster or emergency declaration. Summarized below are the responsibilities of the Governor and Local Chief Executive Officer.

RESPONSIBILITIES

STATE GOVERNMENT

Governor

As the state's chief executive, the Governor is responsible for the public safety and welfare of the people of Vermont. The Governor:

- Is responsible for coordinating state resources to address the full spectrum of actions to prevent, mitigate, prepare for, respond to and recover from incidents in an all-hazards context; to include terrorism, natural disasters, accidents and other contingencies;

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- In accordance with state law, may make, amend or suspend certain orders or regulations associated with response;
- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within state jurisdiction;
- Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states and provinces to facilitate resource-sharing (see Support Annex 1 – Emergency Management Assistance Compact and Support Annex 2 – International Emergency Management Assistance Compact);
- Is the Commander-in-Chief of state military forces (National Guard when in State Active Duty or Title 32 Status and the authorized state militias); and
- Requests federal assistance when it becomes clear that state capabilities will be insufficient or have been exceeded or exhausted.

State Homeland Security Advisor

The State Homeland Security Advisor is the Public Safety Commissioner who serves as advisor to the Governor on homeland security issues and serves as liaison between the Governor's office, the state homeland security and emergency management structure, DHS and other organizations inside and outside the state. The Homeland Security Advisor facilitates the activities of the Homeland Security Advisory Council that is chaired by the Lieutenant Governor. The Commissioner, subject to the approval of the Governor, shall delegate to the several departments and agencies of the state government appropriate emergency management responsibilities and review and coordinate the emergency management activities of the departments and agencies with each other and with the activities of the districts and neighboring states, the neighboring Canadian province of Quebec and the federal government.

Director, Emergency Management Division

The Vermont State Emergency Management Director (Director, VEM) ensures that the state is prepared to deal with emergencies and incidents beyond the capability of local jurisdictions and is responsible for coordinating state response and response support activities. He or she will:

- Coordinate the activities of all emergency management organizations within the state; and
- Maintain liaison and cooperation with emergency management agencies and organizations of the federal government, other states and Canada.

Other State Agencies and Departments

State agency and department heads and their staffs develop, plan and train to internal policies and procedures to meet preparedness, mitigation, response and recovery needs as

identified in this plan including annexes, appendices, tabs and other supporting documents including the State Hazard Mitigation Plan. Training includes not only what may be accomplished within the agency but multi-level, interagency training and exercises to develop and maintain necessary capabilities.

FACILITIES AND RESPONSE RESOURCES

Incident Command Post (ICP)

The tactical-level, on-scene incident command and management organization is located at the ICP. It is typically comprised of designated incident management officials and responders from federal, state, local, and tribal agencies, as well as private-sector and non-governmental organizations. When multiple command authorities are involved, the ICP may be led by a Unified Command (UC), comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance or agreement. The Unified Command provides direct, on-scene control of tactical operations and utilizes a NIMS/ICS incident management team organization, typically including Operations, Planning, Logistics and Finance/Administration Sections. The ICP is usually located at or in the immediate vicinity of the incident site but not in a designated "hot" zone. The location is selected by the agency having primary jurisdictional authority for managing the incident at this level. Generally, there is one ICP established for each incident. Depending on the number and location of incidents, there may be multiple ICPs managed by an Area Command (AC).

State and Local Operations Centers

State and local EOCs represent the physical location at which the coordination of information and resources to support incident management activities normally takes place. EOCs are typically organized by major functional discipline (fire, law enforcement, medical services, and so on); by jurisdiction (town/city, region and so on); or, more likely, by some combination thereof. State and local EOCs facilitate the execution of local, state, and interstate mutual aid agreements to support on-scene operations.

Fusion Center

The mission of the Vermont Fusion Center is to collect, analyze, and disseminate intelligence information in an effort to identify, investigate, and prevent criminal activity and protect the citizens and critical infrastructures vital to our society.

Through a collaborative effort, the Vermont Fusion Center seeks to advance the efficient, timely and accurate exchange of information between every Vermont law enforcement agency, at all levels of government while safeguarding the rights and privacy of all citizens. Primary partners are the local, county, state and federal and Canadian law enforcement agencies. It will strive to examine all aspects of criminal activity tied to, and found within the State of Vermont. The Vermont Fusion Center's priority will be to positively interact with all law enforcement agencies exchanging information throughout the state, the country, and the world.

The VTFC serves as Vermont's comprehensive criminal information center to assist all law enforcement with criminal investigations and operations.

Access to the VTFC shall be through the SSF 13 (Law Enforcement) in the SEOC.

Regional Coordination Center (RCC)

The RCC is established upon the approval of the Commissioner, Public Safety or Designee based on the joint recommendation of the Director, VEM or Designee and the affected troop commander or designee. This facility coordinates available state resources within Public Safety District(s) when the capability of the Incident Coordination Team (ICT) at the SEOC to support multiple operations in the field is exceeded. The RCC may be staffed with State Police resources but usually will be augmented by the deployment of a State-Rapid Assessment & Assistance Team (S-RAAT).

Area Command/Unified Area Command

An Area Command is established to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large or complex incident that has multiple incident management teams engaged. The Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.

Hazardous Materials Response Team (HMRT)

The State HAZMAT Response Team (HMRT) offers technician level response to all fire departments in the State of Vermont. The team consists of 25 HAZMAT technicians (located throughout the state), three (3) HAZMAT response vehicles and equipment ranging from simple absorbents to sophisticated detection instruments. The trucks are located in Essex, Windsor and Brandon. The Team offers support to the local Incident Commander through phone consultation and on scene response. In addition, the team coordinates the nineteen (19) decontamination trailers located throughout the state.

State-Rapid Assessment & Assistance Team (S-RAAT)

A stand-alone team deployed to provide a coordination element for responding state resources (supports local jurisdictions or a Regional Coordination Center – RCC). The Team ensures interface between local, state, federal and private response organizations. The Team will usually be lead a Department of Public Safety representative and will include technical specialists as needed from the SSFs or designated agencies. The Mobile Command Post (MCP) may be deployed with the S-RAAT to provide communications support.

Water Search and Rescue Team

Team conducts search and rescue operations in all-water environments, including swift water and flood conditions. Water rescue teams come with all team equipment required to safely and effectively conduct operations.

Collapse Search and Rescue Team

Team responds to locate, rescue, and recover individuals trapped in a fallen structure or buried in structural collapse.

Tactical Services Unit (TSU)

The Mission is to expend all reasonable efforts to bring about peaceful resolution of incidents. The team provides tactical resources to include entry teams, less lethal/chemical munitions, marksmen.

Hostage Negotiation Unit

This unit strives for peaceful resolution of incidents by negotiation when person(s) may be threatening harm. They are equipped with throw phones and internal communications systems.

Bomb Squad

The Mission to render safe, with minimum risk, all improvised explosive devices, military ordnance, commercial explosives. Team equipment includes remote control robot, video surveillance, portable x-ray, and disruption devices. Bomb Squad has two canines for bomb detection.

Crowd Control

This is a 25-member unit skilled in crowd control maneuvers and equipped with protective equipment.

Canine Team

The team is comprised of fifteen (15) handlers and canines statewide. They have varied skills in tracking, drug and evidence detection, affecting arrests, searching buildings and crowd control.

Search and Rescue

This is a 20-person team providing management of search incidents as well as trained field personnel to conduct a search.

Scuba

A ten (10) member public safety dive team with technical scuba diving capabilities, (night/low light, zero visibility, current, deep and ice diving) for underwater search, rescue and recovery.

Critical Incident Dispatch Team/Mobile Command Post

The team is comprised of eight (8) Vermont State Police dispatchers and two (2) team leaders. The team responds with the mobile command post to incidents where localized, specialized dispatch and communications functions are needed.

LOCAL JURISDICTIONS

Chief Executive Officer

A mayor or city or town/village manager or administrator, as a jurisdiction's chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The statutory authority is as follows:

- Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, mitigate, respond to and recover from incidents involving all hazards including terrorism, natural disasters, accidents and other contingencies;
- Provides leadership and plays a key role in communicating to the public, and in helping people, businesses and organizations cope with the consequences of any type of domestic incident within the jurisdiction;
- Supports participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector;
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource-sharing; and
- Requests state and, if necessary, federal assistance through the Governor of the state when the jurisdiction's capabilities have been exceeded or exhausted.

Emergency Management Director

The appointed local emergency management director works with the chief elected officials to ensure that there are unified objectives with regard to the emergency plans and activities of the jurisdiction.

Department Heads and Local Non-Governmental Agencies

Department heads and local non-governmental agencies should work with the emergency management director during the development local emergency plans and be prepared to provide response resources.

Individuals and Households

Although not formally a part of emergency management operations, individuals and households have a responsibility to make their homes as safe as possible and be prepared for emergency situations. They can contribute by:

- Reducing hazards in and around their homes;
- Preparing an emergency kit and household emergency plan;
- Monitoring emergency communications carefully;
- Volunteering with an established organization; and

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- Enrolling in emergency response training courses.

Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery and mitigation. The U.S. Citizen Corps brings these groups together and focuses efforts of individuals through education, training and volunteer service to help make communities safer, stronger and better prepared to address the threats of terrorism, crime, public health issues and disasters of all kinds.

Local Citizen Corps Councils implement Citizen Corps programs (which include Community Emergency Response Teams [CERTs], Medical Reserve Corps [MRCs], Neighborhood Watch [NWP], Volunteers in Police Service [VIPS], Fire Corps and all affiliated programs) and which: provide opportunities for special skills and interests; develop targeted outreach for special-needs groups; and organize special projects and community events.

Citizen Corps affiliated programs expand the resources and materials available to states and local communities through partnerships with programs and organizations that offer resources for public education, outreach and training; represent volunteers interested in helping to make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities and community safety efforts.

Other programs unaffiliated with Citizen Corps also provide organized citizen involvement opportunities in support of federal response to major disasters and events of national significance. One example is the National Animal Health Emergency Response Corps (NAHERC), that helps protect public health by providing a ready reserve of private and state animal health technicians and veterinarians to combat threats to U.S. livestock and poultry in the event of a large outbreak of a foreign animal disease. State and local authorities should include representatives in planning and exercises.

FEDERAL GOVERNMENT

The Homeland Security Act of 2002 established DHS to prevent terrorist attacks within the United States; reduce the vulnerability of the United States to terrorism, natural disasters, and other emergencies; and minimize the damage and assist in the recovery from terrorist attacks, natural disasters, and other emergencies. The act also designates DHS as “a focal point regarding natural and manmade crises and emergency planning.”

The National Response Framework outlines the Roles and Responsibilities of appropriate responding and supporting agencies in further detail.

Facilities and Response Resources

Joint Field Office

The Joint Field Office (JFO) is the primary field location for the coordination of federal and state short- and long-term recovery operations. The system provides that the Federal Coordinating Officer and the State Coordinating Officer co-locate in the Disaster Field Office, along with other federal and state personnel. Recovery and mitigation operations, logistics, information and planning, financial management and general administration are coordinated at the Joint Field Office.

Disaster Recovery Center (DRC)

When established in coordination with state and local jurisdictions, a DRC is a satellite component of the JFO and provides a central facility where individuals affected by a disaster can obtain information on disaster recovery assistance programs from various federal, state and local sources.

Interim Operating Facility (IOF)

The IOF is a temporary field facility used by a DHS/ FEMA-led Incident Management Assistance Team (IMAT) in the early stages of an incident when the team cannot operate at the State EOC due to space limitations or other reasons, and the JFO is not yet established. An IOF is generally located at or near the State EOC, or near the incident site. The IOF remains in operation until the JFO is established. Functions accomplished at the IOF include interaction with state representatives and key ESF agencies, collection and assessment of information and initiation of assistance programs.

Emergency Response and Support Teams (Field Level)

Various teams are available to deploy during incidents or potential incidents to assist in incident management, set up emergency response facilities or provide specialized expertise and capabilities. These teams are trained and credentialed to the standards published by the NIMS Integration Center. Teams that may be utilized during NRF operations are described below.

Incident Management Assistance Team (IMAT)

The IMATs are full-time, rapid-response teams with dedicated staff able to deploy within two (2) hours and arrive at an incident within twelve (12) hours to support state, county or local emergency managers. The teams support the initial establishment of a unified command and provide situational awareness for federal and state decision-makers crucial to determining the level and type of immediate federal support that may be required. IMATs provide a forward federal presence to facilitate the management of the national response to catastrophic incidents. The primary mission of a FEMA IMAT is to: rapidly deploy to an incident or incident-threatened venue; provide leadership in the identification and provision of federal assistance; and coordinate and integrate inter-jurisdictional response in support of an affected state or territory. IMATs are led by experienced, senior-level emergency managers and staffed with a core of permanent full-time employees. IMATs are designated as National or Regional teams. The National IMATs consist of 26 team members full-time team members each. There are two (2) National IMATs: IMAT East is team located in Washington, DC; and IMAT West is located in Sacramento, CA. Regional IMATs are comprised of four (4) full-time team members augmented by an additional six (6) positions that are filled by Regional staff as collateral duty. Both national- and regional-level teams can be augmented with additional staff from other departments and agencies as needed to fully staff an IOF and, ultimately, a JFO. The teams are fully compliant with the National Incident Management System and the Incident Command System and they train and exercise as a unit.

Other Federal Teams

In addition, there are numerous special teams available to support incident management and disaster response and recovery operations. Examples include:

- Damage Assessment Teams
- Nuclear Incident Response Team (NIRT)
- Disaster Medical Assistance Teams (DMATs)
- HHS Secretary's Emergency Response Team
- DOL/OSHA's Specialized Response Teams
- Veterinarian Medical Assistance Teams (VMATs)
- Disaster Mortuary Operational Response Teams (DMORTs)
- National Medical Response Teams (NMRTs)
- Scientific and Technical Advisory and Response Teams (STARTs)
- Donations Coordination Teams
- Urban Search and Rescue (US&R) task forces
- US&R Incident Support Teams
- Federal Type 1 and Type 2 Incident Management Teams (IMTs)
- Domestic Emergency Support Team (DEST)
- Domestic Animal and Wildlife Emergency Response

Defense Support to Civil Authorities (DSCA)

The Department of Defense (DOD) provides DSCA in response to requests for assistance during domestic incidents, to include: terrorist attacks; major disasters; and other emergencies. DSCA refers to DOD support provided by federal military forces, DOD civilians and contract personnel and DOD agencies and components, in response to requests for assistance. Continuous coordination with federal, state, local and tribal elements before, during and after an event is essential for efficient and effective utilization of DOD's DSCA efforts.

In most instances, DOD provides DSCA in response to requests for assistance from a lead or primary agency. However, support provided under Immediate Response DSCA refers to DOD support provided by federal military forces, DOD civilians and contract personnel and DOD agencies and components, in response to requests for assistance during domestic incidents to include terrorist threats or attacks, major disasters and other emergencies.

NON-GOVERNMENTAL and VOLUNTEER ORGANIZATIONS

Non-Governmental Organizations (NGO) collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross is an NGO that provides relief at the local level and also provides significant assistance to SSF 6 (Mass Care, Food & Water). Other community-based organizations receive government funding to provide essential public health services.

The Vermont Voluntary Organizations Active in Disasters (VTVOAD) is a consortium of more than 30 recognized organizations of volunteer's active in disaster relief. Such entities provide significant capabilities to incident management and response efforts at all levels. For

example, the animal rescue and rehabilitation activities conducted during a pollution emergency are often carried out by private, nonprofit organizations working with natural resource trustee agencies.

PRIVATE SECTOR

Roles: The roles, responsibilities and participation of the private sector during Incidents of National Significance vary based on the nature of the organization and the type and impact of the incident. The roles of private-sector organizations are summarized below.

Type of Organization Role

Impacted Organization or Infrastructure

Private-sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources and those main private-sector organizations that are significant to local, regional and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions and hospitals.

Response Resource Private-sector organizations provide response resources (donated or compensated) during an incident including specialized teams, equipment and advanced technologies through local public-private emergency plans, mutual aid agreements or incident specific requests from government and private-sector volunteered initiatives.

Regulated and/or Responsible Party

Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, federal regulations require owners/operators of Nuclear Regulatory Commission (NRC)-regulated nuclear facilities and activities to maintain emergency (incident) preparedness plans, procedures and facilities and to perform assessments, prompt notifications and training for a response to an incident.

State/Local Emergency Organization Member

Private-sector organizations may serve as an active partner in local and state emergency preparedness and response organizations and activities.

Response Resources:

Unless the response role is inherently governmental (i.e., law enforcement, etc.), private-sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete spectrum of incidents and emergencies. The Vermont State Government maintains ongoing interaction with the critical infrastructure and key resources industries to provide coordination for prevention, preparedness, response and recovery activities.

When practical, or when required under state law, private sector and SEOP lead and support agencies coordinate with the private sector to effectively share information, form courses of action and incorporate available resources to prevent, prepare for, respond to and recover from Major Incidents in the state.

Components of the Economy:

As a key element of the state and local economy, private sector resilience and continuity of operations planning, as well as recovery and restoration from an incident, represent essential activities to the jurisdictions impacted.

Responsibilities:

Private-sector organizations support the SEOP (voluntarily or to comply with applicable laws and regulations) by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

Certain organizations are required by existing law and regulation to bear the cost of planning and response to incidents, regardless of cause. In the case of a catastrophic incident, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

IV. CONCEPT OF OPERATIONS

PREPAREDNESS

Preparedness involves measures designed to deal with events that cannot be prevented. Preparations made to reduce danger, such as evacuation, are a part of the emergency response technique or protective actions. Other preparedness activities include planning, training and exercises. As a minimum, each Vermont jurisdiction is expected to develop and maintain a Basic Emergency Operations Plan (BEOP) and larger jurisdictions with more significant risk and resources are expected to expand upon the BEOP and develop a local Emergency Operations Plan or Emergency Response Plan. Emergency Operations Plans (EOPs) should be implemented during an exercise, where procedures in need of revision are identified in preparation for actual events. In addition to these plans, the Local Emergency Planning Committee (LEPC) is expected to develop and maintain an “all-hazards” District Resource Plan that meets the requirements of National Response Team-1.

Development of protective actions capability is a significant part of the preparedness phase of emergency management. Protection of life and property can be achieved through a wide range of activities. Development of local Incident Command capability for emergency response and incident management is a primary and vital consideration.

The availability of prepared emergency public information (EPI) notices on individual protection measures to those hazards affecting Vermont, aids officials in public notification during times of emergency. Advisory information in the form of notices, pamphlets or brochures is effective in preparing a specific group, or an entire population, for a hazardous event is part of the preparedness phase.

Programs that identify, organize, train and exercise the capability of volunteers in providing crisis services are crucial to preparedness activities.

Security is a necessary protective measure in an emergency or disaster. The confusion created by unusual circumstances and stress requires additional security measures. Although security is the responsibility of every organization with vulnerable equipment or property, institutions have the primary security assignments concerned with individual safety. SSF 13 (Law Enforcement) addresses security in the broader sense. Specific other types of security problems in a disaster environment are assigned to the Agency of Human Services. AHS has special disaster responsibilities to their clients (See Agency Annex E). The Department of Liquor Control has a different type of security and control problem pertaining to the commodity under their jurisdiction (See Agency Annex K).

Sources of critical materials, supplies and equipment, systems of priorities and emergency mobilization criteria are the basic elements of resource management. Techniques for an orderly recovery from a nationwide disaster or enemy attack are available in the Support Annex 9 (Disaster Recovery) of this plan.

Planning for and handling hazardous materials accidents is preparation for a specific type of problem. The state response to Hazardous Materials (HAZMAT) incidents is described in SSF Annex 10 (Hazardous Materials).

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Radiological Protection is a combination of very specialized Preparedness and Protective Measures. The amount of information necessary to respond to a radiological emergency is contained in the Radiological Emergency Response Annex.

Participation in Mutual Aid Agreements and Interstate Compacts are preparations for cooperative emergency response. Vermont participates in several interstate compacts, and there are many mutual aid agreements, written and oral, between communities in Vermont and bordering states. Annexes 1 and 2 contain the Vermont Emergency Management Assistance Compact and International Emergency Management Assistance Compact information relative to mutual assistance and existing agreements.

IMPLEMENTATION OF PLAN

The first indication of an emergency situation that could affect Vermont might come without warning: terrorist attack, flooding caused by a break in a dam or an ice jam or a hazardous materials spill. In other cases, the state might receive warning from sources such as law enforcement agencies, the National Weather Service or the U.S. Geologic Survey. In the first case, since responders will have little notice of the emergency, they will need to assemble resources quickly to aid in the response. In the second case, warning means more time to coordinate efforts to prevent or mitigate the hazard and prepare to respond or implement protective action measures should the incident occur.

This plan can be used at any time before, during or after an emergency or disaster, or for events affecting small areas or a larger region (or even the entire state), depending on the severity of the emergency. A situation should never be allowed to reach crisis status for the response outlined in this plan to be initiated. Unless otherwise described in the accompanying incident annexes that address specific situations, SEOP implementation will be in accordance with the Base Plan.

In emergency situations affecting limited areas or populations, local government officials must coordinate the first response in their jurisdictions. They may ask for state assistance by requesting a local emergency declaration if an incident exceeds the local capacity to cope. Local flooding, for example, might affect only small areas of one jurisdiction and have little or no impact on surrounding areas. The authority for undertaking action is vested in the chief executive of the jurisdiction (mayor or chair of the council or board), or other person (town manager, etc.) delegated by the local government (V.S.A. 20 Chapter 1, subsection 10). The request for assistance should be forwarded through the Vermont Emergency Management Division of the Department of Public Safety (SSF Annex 5, Tab 5, Local Jurisdiction Declaration of Emergency Request).

In potential or actual emergency situations, the Director, VEM has the option to open the State Emergency Operations Center (SEOC) at the Department of Public Safety Headquarters in Waterbury. Small or isolated incidents such as a hazardous substance spill might not require the opening of the SEOC. Larger events might require the opening of the SEOC and activation of personnel to staff state facilities. The team formed when this occurs is designated as the Incident Coordination Team (ICT). The ICT is responsible for establishing lines of communication and maintaining a log of events. The State Disaster Management Software is routinely used for that purpose in both the primary and alternate SEOC. The ICT will monitor developing situations, assist/coordinate local officials' response efforts and provide assistance as requested and appropriate. The SEOC activation levels

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are defined below. Refer to Annex E, Tab 2 of this plan for further information about SEOC operations.

LEVEL	DEFINITION
I - Monitoring	The duty officer (DO) receives and acts upon calls from the public and/or other branches of state government or local agencies notifying the State of emergent situations such as flooding, ice storms, hazardous materials incidents, etc.
II – Limited Activation	When the DO encounters situations outlined below, operations shift to Level II with the activation of a second DO and supervisor: <ul style="list-style-type: none">• Multiple or simultaneous events/situations;• Events anticipated require protracted coordination or response by the State;• Events/situations affect large geographic areas;• An event at the Vermont Yankee Power Plant; or• When local officials activate an incident command post.• When another state agency activates an operations center.
III – Partial Activation	The State will activate the EOC at either the primary site in Waterbury or a secondary location shifting to Level III when: <ul style="list-style-type: none">• More than two (2) operational periods are anticipated;• There is an escalation of event(s);• State resources are activated and deployed;• There is a need for resources outside the affected area(s);• Directed by the Governor, Commissioner of Public Safety or Director of VEM;• There is an Unusual Event at Vermont Yankee;• Preliminary damage assessments (PDA) may lead to a Presidential declaration; or• Warning or anticipation of WMD or Terrorism incident.
IV - Full Activation	The State will fully activate the EOC and call in all assigned personnel if any of the threshold outlined for Level III exceed the capability of the ICT to coordinate resources during a Major or Catastrophic incident.

After the Director, VEM decides a state-level response is indicated, the Commissioner of the Department of Public Safety and the Governor (or his/her designee) are advised of the situation and appropriate State Support Functions and state organizations are notified that assistance will be needed. State agencies often self-activate under existing statutory authority before receiving notification from the Director, VEM or receiving direction from the Governor.

At any time, the Governor or designee may implement the SEOP with or without declaring a State of Emergency and assuming emergency powers under 20 V.S.A. Chapter 1, subsection 9. At such time, Vermont Emergency Management will coordinate the activities of all emergency responders within the State 20 V.S.A., Chapter 1, subsection 3 (b)(1)).

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In situations that overwhelm the state's resources or require additional assistance, the Governor may request a Presidential Major Disaster or Emergency Declaration through the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA).

A military response to a disaster on the part of the Vermont National Guard requires authorization from the Governor or designee. The Vermont National Guard may be activated under a State of Emergency or for some other reason. The Governor may also activate the Vermont National Guard and operate under a federal declaration when necessary. If called to active duty, the National Guard is federalized and under military orders from the United States Army and/or Air Force.

ORGANIZATION

The Governor has the duty to oversee the general direction and control of Vermont Emergency Management and state government to respond to emergencies (20 V.S.A., Chapter 1, subsection 8). Vermont Emergency Management is the division charged by the Legislature and the Governor to coordinate all emergency management organizations within the state.

When the need occurs, state emergency disaster response/recovery operations are organized into two (2) stages or phases. The first stage is the response phase and activation of the State Emergency Operations Center (SEOC) using Agency Representatives and staff from state Agencies and Departments and representatives of non-governmental organizations. This group is called the Incident Coordination Team (ICT). The ICT is notified by Vermont Emergency Management and requested to report to the State Emergency Operations Center. SEOC personnel are considered as "Primary" response personnel.

Agencies that are part of state level response and/or recovery operations fall into three (3) categories:

- **Lead Agency** – The designated agency responsible for coordinating State Support Function (SSF) or functional annex preparedness, response & recovery activities. An SSF or functional annex may have co-leads;
- **Support Agency** – The designated agency that supports the Lead Agency in accomplishing the SSF or functional annex mission or purpose
- **Assisting Agency or Organization** – Agencies not designated as Lead of or support to a particular SSF or functional annex but may provide general support during a state level response to emergencies
- **State Support Functions (SSFs)**

The SSF structure provides a modular structure to energize the precise components that can best address the requirements of the incident. For example, a large scale natural disaster or massive terrorist event may require the activation of all SSFs. A localized flood, hazardous materials incident or tornado might only require activation of a select number of

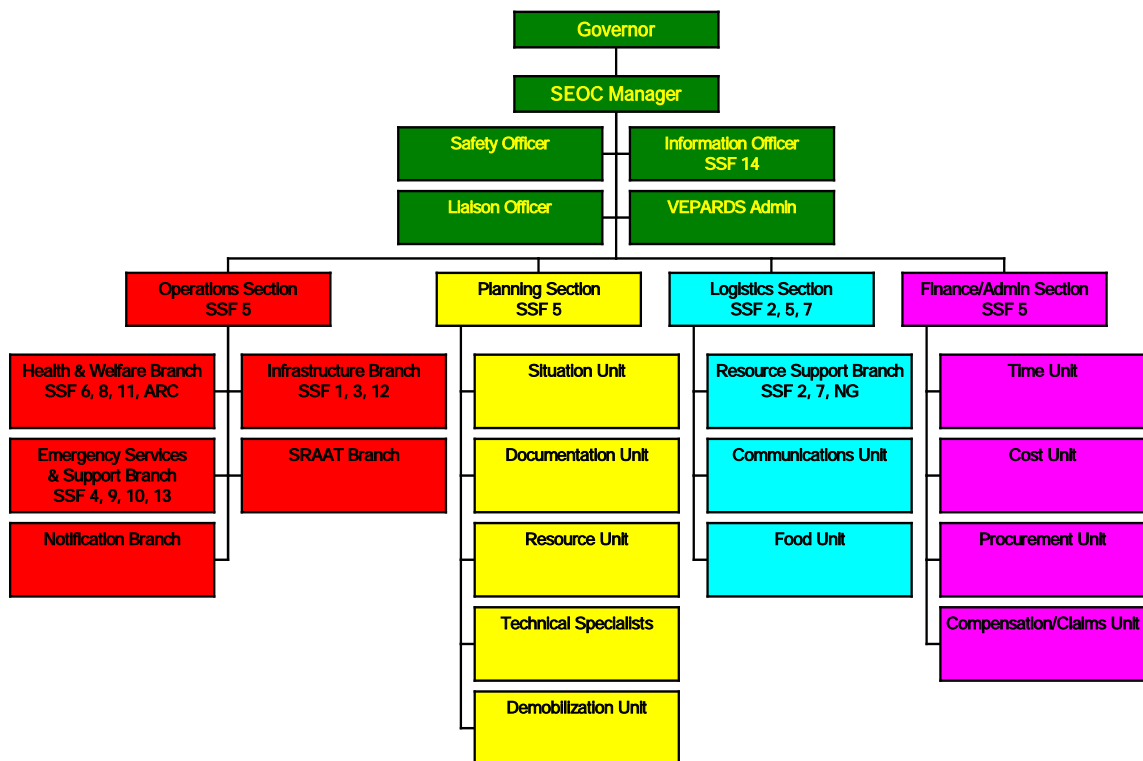
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SSFs. Based on the requirements of the incident, SSFs provide the interagency staff to support operations of the SEOC, ICPs in the field, local EOCs and RCCs, if activated.

Depending on the incident, deployed assets of the SSFs, as a part of the S-RAAT, may also participate in the staffing of an ICP, local EOC or RCC. Under the SEOP, each SSF is structured to provide optimal support of evolving incident management requirements. SSF activities and involvement vary throughout an incident from high-visibility, high-intensity activities during early response, to program implementation and management during recovery, to a stage of declining requirements and demobilization as SSFs.

State of Vermont EOC Incident Coordination Team ICS Organization



The ICT includes, but is not limited to, the designated representatives of each appropriate SSF and emergency response organization and such additional staff as may be required for the type and magnitude of the event. Agency Representatives are “qualified” representatives of their agency and must have authority to act on behalf of the Secretary/Commissioner/Director. Minimal staffing might be limited to DPS personnel or involve other State and volunteer agencies.

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The SEOC staffing pattern reflects four (4) operational levels from I to IV.

FACILITY STAFFING PATTERN

LEVEL	EOC	RCC (IF ACTIVATED)	ICP/LOCAL EOC/AGENCY EOC
I Monitoring	1 - Duty Officer		Local Responder/Agency Staffing as needed
II Limited Activation	2 or more – Duty Officers 1 – Supervisor		Local Responder/Agency Staffing as needed
III Partial Activation	S-RAAT – deployable to towns or the RCC, as needed ICT Personnel activated, as needed SEOC Director SSF Lead agency representatives as the situation dictates.		Incident Commander EOC Director EM Director Police/fire/ambulance representatives School officials Public works representatives Town officials Mutual Aid representatives
IV Full Activation	S-RAAT – deployable to RCC or towns, as needed SEOC Director All SSF Leads and designated agency representatives	AOT district personnel (SSF 1&3) VDH district personnel (SSF 8) VSP troopers (SSF 13) Hazmat Team representative (SSF 10)	Same as Level III activation

Vermont Emergency Management will host the participating SSFs and agencies at its own premises and will provide operational space and communications equipment to support emergency operations. The composition of the ICT, operating under the National Incident Management System (NIMS) as a Multi-Agency Coordination Center (MACC), will vary depending on need. The core SEOC participants may include, but are not limited to:

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- The Governor, or designated representative, and appropriate staff
- The Secretary of Transportation, or designated representative and Department Commissioners or designated representatives as appropriate [SSF 1 (Transportation) and SSF 3 (Public Works & Engineering)]
- The Commissioner of Information & Innovation, or designated representative [SSF 2 (Communications)]
- The Commissioner of Public Safety, or designated representative, and the Director of Vermont State Police, or designated alternate [SSF 2 (Communications), SSF 3 (Public Works & Engineering), SSF 4 (Firefighting), SSF 9 (Search & Rescue), SSF10 (Hazardous Materials) and SSF 13 (Law Enforcement)]
- The Secretary of Natural Resources, or designated representative, and Department Commissioners or designated representatives as appropriate [SSF 4 (Firefighting) and SSF 11 (Agriculture & Natural Resources)]
- The Director, VEM, or designated alternate [SSF 5 (Emergency Management) and SSF 14 (Public Information)]
- The Secretary of Human Services, or designated representative, and Department Commissioners or designated representatives as appropriate [SSF 6 (Mass Care, Emergency Assistance, Housing & Human Services)]
- The Commissioner of Buildings and General Services, or designated representative [SSF 7 (Resource Support)]
- The Executive Director, Commission on National & Community Service, or designated representative [SSF 7 (Resource Support)]
- The Commissioner of Health, or designated representative [SSF 8 (Health & Medical Services)]
- The Secretary of Agriculture, Food & Markets, or designated representative [SSF 11(Agriculture & Natural Resources)]
- The Commissioner of Public Service, or designated representative [SSF 12 (Energy)]
- The Adjutant General, or designated representative (Military Support)

Each of these agencies, as **Lead or Co-Lead for their respective SSF**, may request assistance from support agencies as outlined in that SSF annex. This assistance may require representation as a part of the ICT or may be accomplished remotely. Requested notifications will be coordinated by VEM.

In limited emergency situations, some members of the ICT may not be required or may operate from their respective department or agency locations.

State agencies, departments and organizations that are not designated as SSF Leads or Co-Leads may be designated **SSF Support agencies**. Each SSF annex lists those agencies and outlines general responsibilities. Additional more specific responsibilities may be outlined in the SSF Implementing Procedures prepared by the SSF Lead and included as a Tab to the appropriate SSF Annex. Those agencies are also highlighted in Appendices III and IV of this document. During an emergency these agencies may perform their responsibilities in the SEOC as a part of the ICT or remotely, as required by the SSF Lead. Agencies and organizations designated as SSF Support (SSF Leads may be Support Agencies for other SSFs) are:

- The offices of:

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- The Attorney General
- The Secretary of State
- The State Treasurer
- The Agency of Administration:
 - Buildings & General Services
 - Finance & Management
 - Human Resources
 - Information & Innovation
 - Taxes
- The Agency of Agriculture, Food & Markets
- The Agency of Commerce and Community Development:
 - Economic, Housing, and Community Development
 - Tourism & Marketing
- The Agency of Human Services:
 - Department of Disabilities, Aging & Independent Living
 - Department for Children & Families
 - Department of Corrections
 - Department of Health
 - Department of Mental Health
 - Commission for National & Community Service
- The Agency of Natural Resources:
 - Department of Environmental Conservation
 - Department of Fish & Wildlife
 - Department of Forests, Parks & Recreation
- The Agency of Transportation:
 - Department of Motor Vehicles
- The Adjutant General
- The Department of Banking, Insurance, Securities and Healthcare Administration
- The Department of Education
- The Department of Labor
- The Department of Liquor Control
- The Department of Public Safety
- The Department of Public Service
- The Department of States Attorneys
- Enhanced 9 – 1 – 1 Board
- Vermont Fire Service Training Council
- Vermont Geographic Information System
- Vermont Criminal Justice Training Council
- Vermont Judiciary

In addition to state personnel, representatives of private and non-governmental relief and support organizations may be present at the SEOC as a part of the ICT and as SSF Support agencies. All representatives must have authority to make decisions and commit resources on behalf of their organization. Depending on the nature, scope and severity of the situation, participating organizations might include:

- The American Red Cross
- The Mennonite Disaster Service

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- The Salvation Army
- The Seventh Day Adventists
- Vermont Foodbank
- Vermont Volunteer Organizations Active in Disaster (VTVOAD)
- UVM Extension
- VT 2-1-1

Note: The American Red Cross may represent a number of relief organizations at the SEOC.

Other organizations that may provide support to SSF's include, but are not limited to:

- The Amateur Radio Organizations (ARES/RACES)
- The Civil Air Patrol (CAP)
- The Humane Society of the United States
- The National Weather Service
- Vermont Association of Planning & Development Agencies (VAPDA)
- Civilian Emergency Response Teams (CERT) and other Citizen's Corps entities

Agencies and organizations that are not designated as SSF Leads or Co-Leads or SSF Support are called **Assisting Agencies and Organizations** and they include:

- The Auditor of Accounts
- The Agency of Administration, Department of Libraries

Assisting agencies and organizations may be involved with both response and recovery operations. This assistance may be initiated from an immediate need, but may continue for an extended period of time following a disaster.

Assisting agencies and organizations may also participate in preparedness activities, such as orientations, drills, exercises and planning meetings to ensure that the state level effort for both response and recovery is fully coordinated and effective.

RESPONSE

1. Overview of Response to Emergencies/Disasters

Local government must meet the immediate health and safety needs of residents in the event of emergency or disaster. However, state resources will supplement those of local government if:

- the needs generated by an incident exceed the response capability of the local government or mutual aid resources;
- the State has a specialized resource needed by local government; and
- the scope of the event is widespread and the need for a centralized incident management and resource allocation system is clear (a nuclear power generating plant accident/incident would be an example of this situation).

2. Operations Policies

- a. Protection of life and property and relief of human distress are the primary objectives of state government in emergency situations.
- b. Chief executives or designees (incident commander) of local government will assume direct control of the emergency operations of all government and non-government resources that by law are subject to their authority.
- c. Military resources employed in support of emergency operations will remain under military command and control at all times.
- d. State agencies involved in the response to an emergency will maintain a disaster log of the event making use of the state disaster management software when available, as well as a disaster response record documenting their disaster-related expenditures.
- e. Vermont Emergency Management or SSF 5 will coordinate all requests for state, interstate, federal and international assistance.
- f. The state will operate using the principles of the Incident Command System (ICS) as prescribed by the National Incident Management System (NIMS).

3. Coordination

Coordination is a broad function involving staff members engaged in both direction and control. Some situations might require an incident commander to execute coordinating functions.

In times of emergency or disaster there are several levels of coordination involved with the administration of this plan. They work through three levels from local, to state and finally to federal authorities, when required.

The Local Emergency Management Director exercises two (2) areas of coordination:

- Coordinating the work of local responders to ensure internal cooperation and functional teamwork in support of the incident commander; and
- Arranging for outside assistance when the need arises when requested by the incident commander through mutual aid or through the Area Command structure or the SEOC.

The local chief executive, or other authorized person, designates a Local Emergency Management Director to act for the affected jurisdiction as a Disaster Recovery Coordinator and submit all necessary documentation for the jurisdiction for public assistance resources.

State-level emergency response and response support coordination is the primary function of Vermont Emergency Management and SSF 5. The Director of VEM is the principal coordinator of the state emergency response and response support.

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When the need arises, State-Rapid Assessment and Assistance Teams (S-RAATs) may assist area operations and local emergency management coordinators with technical advice and operational support. (See Support Annex 12– State-Rapid Assessment & Assistance Team (S-RAAT) Field Operating Guidelines)

Upon the declaration of an Emergency or Major Disaster by the President of the United States, the Governor will appoint a State Coordinating Officer (SCO). The SCO reports directly to the Governor and acts as the state liaison with the DHS, FEMA. The appointment of the SCO occurs at the time of execution of the Federal/State Agreement for the emergency or major disaster.

The SCO is the ranking coordinator on the state level for federal-state relations. The Governor may appoint the Director of, VEM, or any other person, as the State Coordinating Officer, and thereby consolidate the multi-level coordination of Vermont's emergency response.

The President of the United States, through DHS, FEMA, appoints a Federal Coordination Officer (FCO) to act on behalf of the United States. The FCO represents the Federal government when a disaster is declared. The duties of the FCO include coordination of all federal assistance with state and local governments, through the State Coordinating Officer.

4. Alert and Warning

Vermont has several ways to warn residents when a disaster happens or is likely to happen. This alert and warning system includes a combination of the Emergency Alert System (EAS), the media, personal notifications and alert sirens. Some or all methods may or may not be available in all communities.

Information about potential national disasters usually originates with the National Alert Warning System (NAWAS). NAWAS is capable of providing advanced warning of most natural hazards, including severe weather situations.

The National Alert Warning System has a primary warning point at the Vermont State Police barracks in Rockingham, and at twelve (12) terminals located in Vermont State Police Stations throughout the state. The Alternate Warning Point is located at the VSP dispatch center in Derby.

The Vermont Law Enforcement Telecommunications System (VLETS) and the state disaster management software are used to issue all weather bulletins for the National Weather Service (NWS). Weather statements issued over the disaster management software system and the VLETS originate with the NWS office at Burlington International Airport.

Weather advisories, watches and warnings are issued when there is the prospect of extreme weather that might affect Vermont. The connectivity of the disaster management software system and VLETS provide the vital links in warning response agencies of impending weather emergencies.

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The initial weather bulletin issued by NWS over the disaster management software or VLETS is an **advisory**. An advisory simply notifies the receiving stations of possible developing conditions.

The second-stage notification is identified as a **watch**. A watch is a preliminary alert, advising first-line responders of the situation. A watch means that a serious condition is possible, such as for snow, ice or wind extremes. Selected personnel may be advised of the situation. The Director, VEM may place some staff on “standby.” The notification of VEM staff and other first responders is discretionary.

A **warning** is issued when the impending extreme conditions are probable. A warning is relayed to the area, district or the entire state in the same manner as a watch.

A warning does not always mean an emergency is imminent, but it usually indicates a need to be prepared for the possibility of an emergency or disaster. Under a warning, the State Emergency Operations Center may be further activated with minimal staff at the discretion of the Director, VEM.

The Emergency Management Duty Officer reviews weather bulletins, especially warnings. Upon receiving information that might benefit the general public, the Director, VEM may notify the Public Safety Commissioner, and may establish contact with the news media. The coordinated issuance of advisory or guidance information over radio and television would advise the public of the potential danger and recommend readiness precautions.

Relevant messages, recorded or live, may be broadcast over the Emergency Alert System. Vermont Emergency Management utilizes a microwave and wire link with six Common Program Control Stations (CPCS-1) to activate EAS.

Reports of severe weather conditions may be relayed from the public — as from local weather observers — to one or more of the twelve (12) Vermont State Police stations. State Police troopers on patrol and Vermont Agency of Transportation crew on duty may forward weather information over their respective radio systems.

State Police information is relayed to the respective Public Safety District Coordinator from the Public Safety Alert Points (PSAP's), and then to VEM or through the VEM Duty Officer. Weather-related events, such as road washouts, land/mudslides, bridge closings, wind damage, etc., are reported to the NWS via the disaster management software, VLETS, NAWAS or a low-band radio system.

The Severe Weather Spotter program may also contribute to advanced news of weather conditions by reporting observations to the NWS in Burlington, or by being activated, to provide specific data requested by NWS. The SKYWARN Program is sponsored by the National Weather Service (NWS), the American Red Cross and Vermont Emergency Management. Additionally, the NWS coordinates the “Storm Ready” Program.

The Department of Public Safety’s Communications Section operates a basic microwave communications network for several Vermont State Agencies. The Vermont State Police provide a statewide internal warning capability.

5. Emergency Response

Actions taken to save lives and protect property in immediate danger are emergency responses. Local government is the first line of responsibility for emergency response. Fire, police, emergency medical service and public works agencies respond to emergencies with locally available resources. Local emergency management personnel provide coordination with the activation of Incident Command Posts (ICPs) or local Emergency Operations Centers (EOCs).

State government is kept advised of local events through Vermont Emergency Management. Specific State organization responses are described in the state support function annexes.

Emergency medical services may be provided by municipal ambulances or private ambulance companies and local hospitals. Fire and police personnel with training may administer first aid. SSF's 6 (Mass Care, Emergency Assistance, Housing & Human Services) and 8 (Health & Medical Services) include further information pertaining to emergency medical capacities.

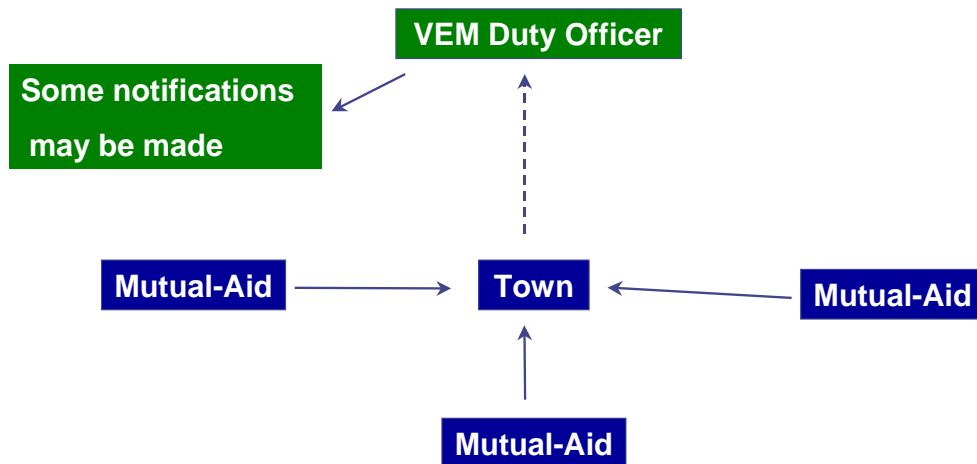
Emergency response personnel usually include local fire, police and organized rescue personnel, as well as volunteers with useful skills who are willing to help. Using volunteer assistance to maximum benefit often depends on on-scene supervision. Such oversight requires technically trained fire, police or rescue personnel. Coordination of emergency actions requires knowledge of the services being rendered, experience in crisis situations and use of the Incident Command System.

Responsibility for coordination and resourcing the response to and recovery from emergencies exceeding local capabilities is a basic function of state government. The Incident Coordination Team at the SEOC provides the coordination as a part of the statewide multi-agency coordination system. The Incident Command System (ICS) is routinely used by the State's first responders and the SEOC, especially in fire and hazardous materials incidents.

Information about the emergency is relayed by the local Incident Commander to a local EOC, if activated, then to the VEM Duty Officer or the ICT at the SEOC, if activated. This is the normal method of incident support coordination. The following figures graphically depict incident support coordination associated with a local incident to a major incident during which support is coordinated by the ICT at the SEOC.

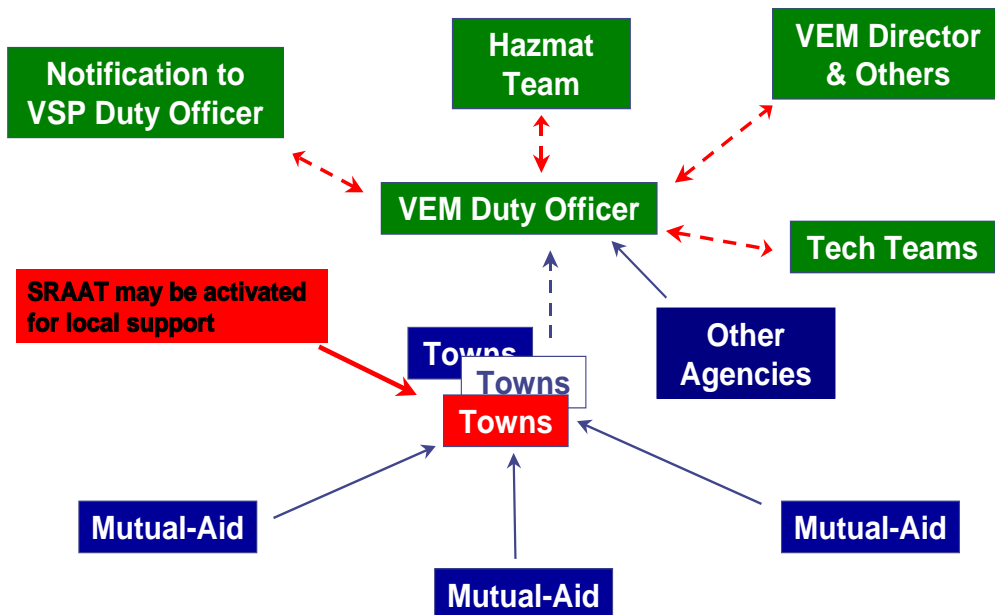
Local Incident

No State Level Support Requested/Required



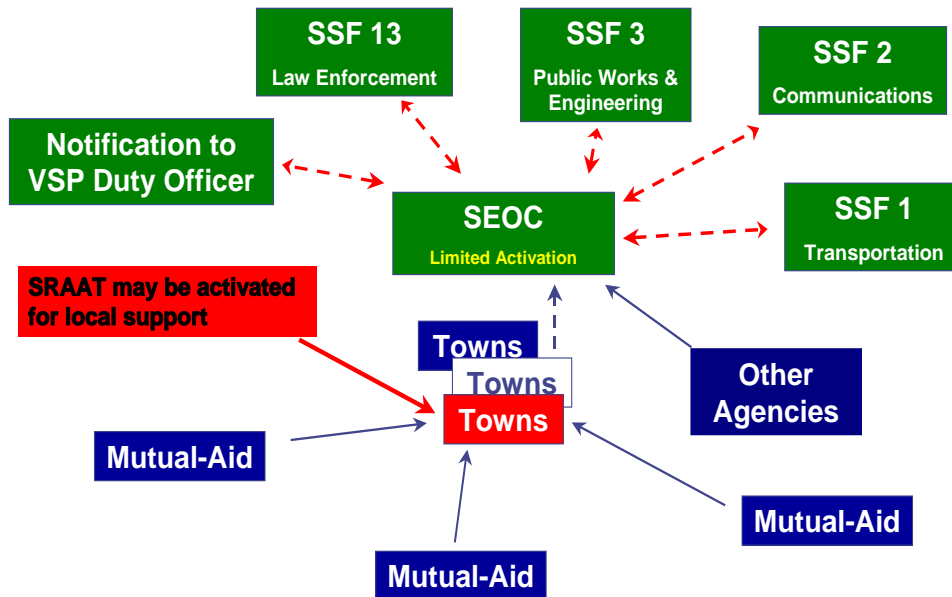
Minor Incident

with State Notifications and minimal state assistance required



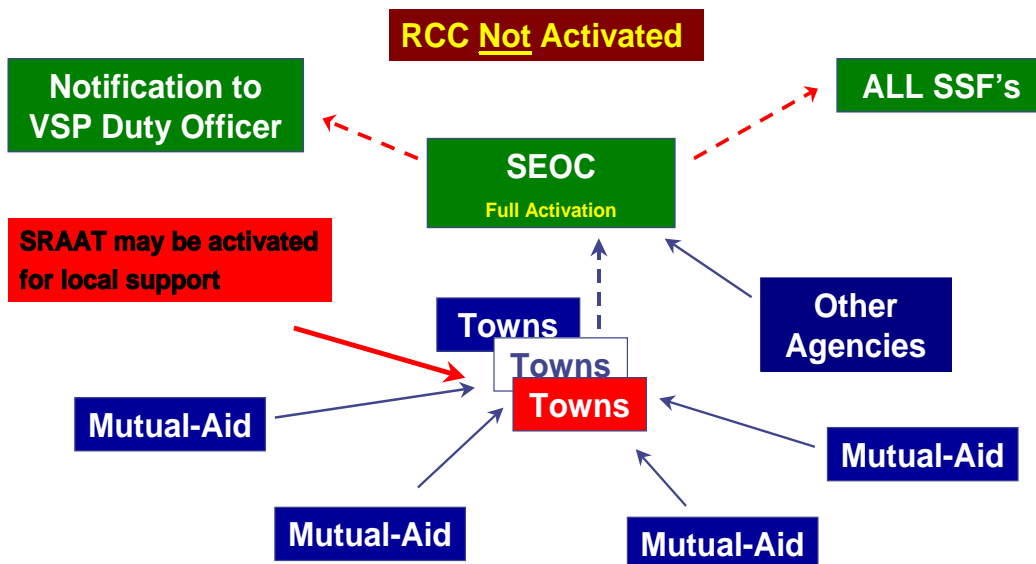
Minor Incident

Multi-Agency State Assistance & Coordination Requested/Required



Major Incident

Significant Multi-Agency State Assistance & Coordination Required
(RCC NOT ACTIVATED)

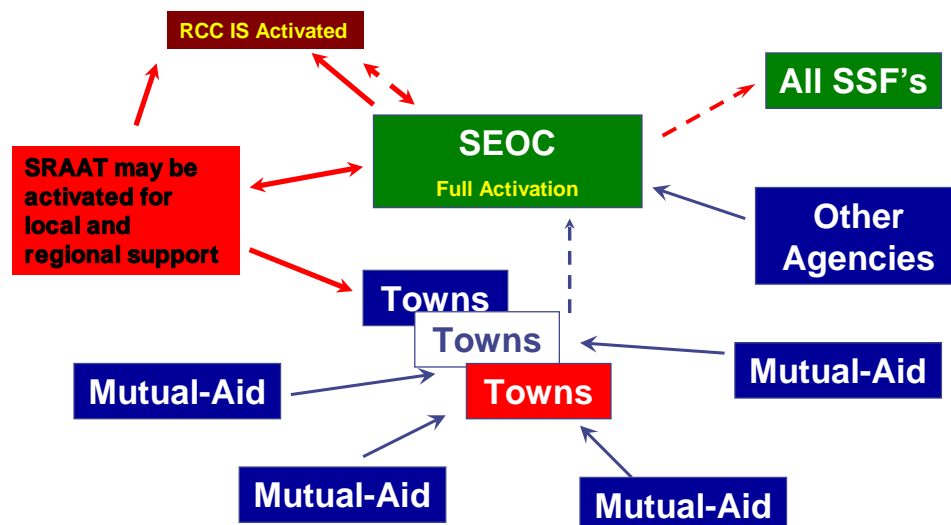


Should there be multiple incidents in one of the Public Safety Districts or in two (2) or more of the districts within the State, coordination between the Director, VEM and appropriate VSP Troop Commanders may be initiated to establish the Regional Coordination Center(s) (RCC's) to assist in coordination of incident support. The activation of a RCC will not occur until the Director, VEM and the appropriate Troop Commander(s) have agreed that the RCC is ready to assume that coordination responsibility. In this incident support configuration one of the four (4) Regional Coordinators relays the information to the SEOC via radio, microwave or telephone communication. Furthermore, as part of their response, Vermont State Police troopers, Vermont Emergency Management and Agency of Transportation personnel report situation developments to their supervisor or the SEOC via appropriate communication equipment.

The ICT assumes their roles and begin operations early in any emergency. Until primary SEOC personnel report for duty, Vermont Emergency Management staff may perform the different roles of emergency management in support of the Local Incident Commander(s). Depending on the developing situation and the magnitude of the disaster, the Regional Coordination Center may be activated at a time jointly agreed upon between the Director, VEM and the Troop Commander(s) impacted. This figure represents the process of incident coordination for a major incident after that decision and activation have occurred.

Catastrophic Incident

Significant Multi-State Agency Assistance & Coordination Required
(RCC Activated)



Effective disaster response depends on appropriate field information promptly reaching the SEOC. Without information from the field, decision-makers at the SEOC cannot direct state and federal resources to where help is most needed. Every state and local organization is responsible for data collection and situation assessment.

Emergency response actions are those actions taken during the crisis period and continue throughout the emergency until the threat passes. Measures begun as emergency actions may continue throughout all phases of operations.

6. Preservation of Life and Property

In an emergency, initial efforts are designed to limit the effects of the threatening situation, such as providing shelter, initial health care and transportation to safety of the affected population. The care and treatment of the injured, and the elimination of hazards created by the disaster are examples of these priority actions. The destruction of unsafe structures may be required to prevent further injury to survivors.

The injured and those with personal losses must have their basic needs addressed immediately. The degree of assistance may be lessened if community and individual preparedness is at a higher level. Food, clothing and shelter are the fundamentals provided under SSFs 6 (Mass Care, Emergency Assistance, Housing & Human Services), 8 (Health & Medical Services), 11 (Agriculture & Natural Resources) and 12 (Energy) involving a combination of public and volunteer relief organizations.

Coordinated by the American Red Cross under specific agreements, volunteers of the Salvation Army, the Mennonite Disaster Service, the Seventh Day Adventists and other church groups provide the services early in a disaster period. Those organizations operate under their own emergency plans, receiving requests for assistance from local and state officials.

The restoration of vital services and the provision of basic life support must be accomplished as part of immediate aid. Private utility companies cannot depend on state or federal disaster assistance. They should develop their own emergency plans independent of governmental support. A description of Utility Services in Vermont is contained in SSF Annex 12 (Energy). Crisis counseling is provided by mental health agencies, coordinated by the Department of Health. (SSF Annex 8 (Health & Medical Services)).

Identification of needs and action priorities are the responsibility of the local emergency management directors based on those identified during the Preparedness phase and the current local incident assessment. These needs and action priorities are identified in a local Emergency Operations Plan (EOP). Supplementary support may be coordinated through available State emergency management personnel. Early leadership is important in emergency disaster response. Local EOP's should address the capability and capacity of local community operations until outside aid is available.

The Vermont National Guard may provide several types of immediate aid, including assistance in clearing debris to open roads and delivering supplies in inaccessible areas.

Details regarding military assistance can be found in Agency Annex O. The Governor is empowered to activate the National Guard to assist civilian responders.

The Response phase becomes the Recovery phase when the damages and their impact on the community are identified and efforts are channeled toward restoration. Recovery actions may take place at the same time as basic situation appraisal operations, but become more significant after the conduct of Preliminary Damage Assessments (PDAs).

7. Damage Assessment

Damage assessment determines the extent of harm in measurable terms. Without damage assessment and the identification of needs, appropriate Federal and State assistance may be delayed.

A progressive approach to the recovery includes two phases of damage assessment: Local Appraisal and Preliminary Damage Assessment.

The first phase is the basic situation appraisal performed on the local level to determine the need for immediate aid, estimate the magnitude of damage and severity of the situation and prioritize relief efforts. The need for long-term outside assistance may be identified during this initial phase. When conducting this phase the emphasis is on efficiency. Properly trained state personnel are dispatched to the disaster area as soon as possible to work with local officials (See Support Annex 12, State-Rapid Assessment & Assistance Team (S-RAAT) Field Operating Guidelines). Prompt reporting to the SEOC or the Regional Coordination Center (RCC), if activated, are essential to ensure that the correct type and amount of immediate aid are sent to the impacted area.

Local personnel familiar with the stricken area conduct most basic situation assessment; a representative from the Vermont Agency of Transportation or the Department of Public Safety, Fire Division (SSF 3 – Public Works & Engineering) may assist in the initial determination of damage to roads, bridges, culverts, buildings and other infrastructure. This may be accomplished as an individual SSF response or as a part of a S-RAAT activation.

The Governor may declare a State of Emergency, if local officials request it and the damage is so severe that it overwhelms the ability of local authorities to cope. Local governments must request the emergency declaration from the Governor in any disaster situation. If the Governor agrees, and a State of Emergency is declared, a Preliminary Damage Assessment will follow.

The Preliminary Damage Assessment (PDA) brings local, State and, if requested and approved, Federal emergency management personnel into the process. The PDA is designed to measure the possibility of a Presidential Declaration of Emergency or Major Disaster. This phase also considers and confirms the damage assessments performed by local officials. The PDA indicates whether the damages are of sufficient severity and magnitude to warrant Federal assistance under the Stafford Act.

Preliminary Damage Assessment determines what actions must be taken to alleviate the situation. The personnel involved include local officials familiar with specific classes of damage:

- Category A: Debris Removal
- Category B: Emergency Protective Measures
- Category C: Roads and Bridges
- Category D: Water Control Facilities
- Category E: Buildings and Equipment
- Category F: Utilities
- Category G: Parks, Recreation, Other
- Category H: Private Homes

In addition to the above categories that address infrastructure, there is also a need to conduct a PDA for individual homes and property. Local officials or the State may call upon the American Red Cross (ARC) or one of the Civilian Emergency Response Team(s) (CERTs) to provide trained personnel to assist with this task. Damage assessments in this category are quantified in terms of number of households that have been impacted (minor, major, destroyed) and not financial estimates

The PDA is also a verification process of the local damage assessment incorporating cost estimates for infrastructure. PDA team members represent the Governor and DHS, FEMA and appropriate state and Federal agencies with expertise in the fields related to the damages.

The combined dollar estimate for infrastructure damage and the count of households and businesses that have been damaged or affected provides an estimate of the overall impact of the incident on the state and local jurisdictions. Depending on the magnitude of the impact, the results of the PDA may form the basis for a request from the Governor for a Presidential Declaration.

8. Emergency Financing

The Vermont Emergency Board and the Secretary of Administration have the authority to commit State funds and authorize expenditures necessitated by unforeseen emergencies. They may also borrow against the credit of the State of Vermont for such financing when the Vermont Legislature is not in session.

The Emergency Board meets to consider disaster recovery financing following a Declaration of Emergency or Major Disaster by the President.

9. Equipment and Facilities

Response personnel may require varied types of equipment in emergency or disaster situations. State, municipal and privately owned equipment can be used when the magnitude of the disaster warrants. Local governments are responsible for maintaining resource inventories as part of their local Emergency Operations Plans (EOPs). State agencies with equipment and facilities may make such resources available for local use during emergencies.

The priority for equipment usage rests with the Incident Commander supported by Local Emergency Management Directors. State equipment is brought into use when requested by local incident commanders and local resources are insufficient to meet the need.

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National Guard equipment becomes available following a declaration of a State of Emergency by the Governor. Federal equipment becomes available under specific conditions when Federal agencies are activated to assist in response and recovery. Privately owned equipment may be hired or leased to augment or supplement local and state resources.

Sources of state equipment may include: Agency of Transportation equipment and materials located at State Highway Garages throughout the state; and, Vermont National Guard equipment located at the twenty five (25) armories throughout the state.

The usual use of the equipment is engineering projects such as:

- Debris or snow removal
- Emergency road or bridge repairs
- Safeguarding areas against floods
- Water pumping equipment
- Auxiliary electric generators
- Sand bags

Equipment for housing and feeding of displaced residents includes emergency bedding (cots and blankets) available through the Vermont National Guard, the American Red Cross and other relief agencies.

Public buildings and facilities, and some privately owned buildings normally used for public purposes, may operate as emergency shelters, first aid and emergency medical treatment centers and morgues, and for other critical functions during a disaster. The use of schools is under local jurisdiction, or by agreement with the American Red Cross.

10. Emergency Personnel

The majority of emergency personnel in Vermont responding to disaster situations come from local fire, police or rescue/ambulance services. These are the cadres of trained personnel that, coupled with State and Federal personnel activated specifically for the event, are the first responders in an event.

Emergency response personnel also come from other sources. Volunteer relief organizations provide personnel for many emergency duties from debris removal to emergency repairs. The American Red Cross may coordinate the delivery of services from volunteer agencies such as Mennonite Disaster Service, the Salvation Army and the Seventh Day Adventist. These services are described under SSF's 6 (Mass Care, Emergency Assistance, Housing & Human Services), 7 (Resource Support) and 8 (Health & Medical Services).

The Agency of Administration, Department of Human Resources, conducts a continual recruitment and qualification system that can expand to meet emergency needs. State employees can be a large and dependable source of emergency personnel. Acting as an extension of their regular duties, or on predetermined emergency assignments, State employees are the basic foundation of the state's emergency personnel pool. (See Agency Annex B3). The Department of Labor may provide records of available

personnel with specific skills through a computerized Job Bank. (See Agency Annex J). The Agency of Human Services, Department of Corrections, may provide work crews from the institutions within their jurisdiction. (See Agency Annex E3).

Individual volunteers at the scene of an emergency are a valuable, often unexpected resource. Utilization of people on-scene depends upon local coordination. Local response organizations should include in their emergency operations plans and operational procedures some provisions for the use of unaffiliated volunteers. Coordination of unaffiliated volunteers at the state level is accomplished by SSF 7 (Resource Support) described at SSF Annex 7.

Emergency personnel are also available from the Vermont National Guard. The Governor may call out the National Guard after declaring a State of Emergency. (See Agency Annex O)

11. Supplies

The Department of Buildings and General Services provides for the acquisition of post-disaster supplies for State agencies and State programs. (See SSF Annex 7 – Resource Support). Emergency supplies to support local residents are available through the Agency of Human Services, Volunteer Organizations Against Disaster, the American Red Cross and others. (See SSFs 6, 7, 8 and 11).

Supplies include many types of materials, including food, blankets, bedding, clothing and personal comfort items. Methods of acquisition and distribution should be detailed in organizational emergency procedure manuals.

12. Transportation

The priority for transportation in an emergency-disaster situation is ensuring that roadways allow passage of personnel, equipment and supplies to and from locations of immediate need, and the evacuation of residents from unsafe places.

Intrastate air transportation is impractical for large payloads within Vermont because of the lack of airports of sufficient size to accommodate commercial (jet) aircraft. Small, grass airfields are incapable of handling larger aircraft of any type due to their relatively short runways, lack of 24-hour tower service, and instrument-landing facilities. They can, however, land rotary wing and small personal aircraft. An interstate airlift is possible utilizing Burlington International, Montpelier and Rutland Airports. Light cargo can be delivered to several other airports located throughout the state.

Army National Guard helicopters provide some transportation for state personnel during an emergency and can provide airlift capabilities to distribute products from the Strategic National Stockpile (SNS) or other emergency supplies. (See Agency Annex O).

The Civil Air Patrol may provide some special air transport of small items for State Response or Recovery Operations.

Transportation by water into Vermont is seasonal and limited to Lake Champlain and some larger rivers and streams. Water transportation is highly dependent on weather

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conditions, water levels and the availability of suitable watercraft. This source of transportation for emergency supplies is unreliable. Moreover, the City of Burlington has limited dockage and facilities for cargo vessels.

Land transportation within Vermont consists of several rail routes, a modern Interstate highway system and a system of state and local roads. East/west portions of all systems are limited by terrain in that the Green Mountains bisect the state north to south.

The majority of emergency transportation is likely to occur by highways, unless this system is interrupted by physical damages. Problems of providing adequate detours and re-routing traffic can be expected in many areas serviced by secondary roads, and some state highways. {(See SSF's 1 (Transportation), 3 (Public Works & Engineering), 12 (Energy) and 13 (Law Enforcement)}.

The Agency of Transportation is responsible for maintenance and construction of all State highways.

RECOVERY

As a part of incident management, Recovery may begin during the Response Phase but depending on the magnitude of the incident, may continue well past (days, weeks, months) past the completion of the Response Phase. During Recovery, organizations provide services that might include Individual Assistance and Public Assistance. Such responders may send representatives to the Emergency Operations Center during the response phase, but during the recovery phase may operate from their own premises. This is a decision made in coordination with the appropriate agency and the Director, VEM.

Each emergency/disaster has a unique set of short- and long-term recovery needs and mitigation opportunities. Various disaster assistance programs have different eligibility criteria, funding limits and delivery systems. To ensure that aid is provided in a coordinated and timely manner, the Agency of Transportation and Vermont Emergency Management, together with appropriate federal and state agencies, will coordinate the assessment of jurisdictions that warrant disaster assistance and/or hazard mitigation funds. When the State Emergency Operation Center is activated for response to an emergency/disaster, a recovery and mitigation component is activated as well. The purpose is to initiate activities necessary to ensure a successful recovery effort (i.e., condition monitoring, situation evaluation, identification of recovery sites, damage, identification of hazard mitigation issues, etc.).

1. Disaster Declaration

Requests for federal disaster assistance will be predicated on the requirements outlined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288). After the initial damage assessment is conducted by local government and reported to the State Emergency Operations Center. A joint local/State Preliminary Damage Assessment may be scheduled that could include the DHS, FEMA. This damage assessment validates the local data and is the basis for requesting a Presidential Disaster Declaration by the Governor.

2. Joint Field Office

The Joint Field Office (JFO) is the primary field location for the coordination of Federal and State short- and long-term recovery operations. The system provides that the Federal Coordinating Officer and the State Coordinating Officer co-locate in the Disaster Field Office, along with other federal and state personnel. Recovery and mitigation operations, logistics, information and planning, financial management and general administration are coordinated at the Joint Field Office.

3. Recovery Field Operations

In the aftermath of a disaster, with or without a Presidential Declaration, the state may: deploy recovery teams into a disaster area to assist local jurisdictions with assessing the human impact; initiate recovery; implement damage assessment; inform victims of what recovery assistance programs are available; and mobilize other aspects of response.

4. Public Assistance Activities

A Presidential Disaster Declaration initiates a process that begins with impacted jurisdictions filing a Request for Public Assistance at an Applicant's Briefing. These briefings are to be publicized through the media and notifications made to Local Emergency Management Directors in accordance with 44 CFR-206 Subpart G & H and Vermont Agency of Transportation Appendix XII – Damage Assessment.

These requests allow for the generation of Project Worksheets (PW) that place an estimated dollar amount on every eligible recovery project. State and Federal teams rely on local guidance and assistance in the preparation of the PWs. Public assistance is dependent upon the Project Application (PA) generated from the PWs. The amount of reimbursable Federal costs paid through the state and federal government to the local community is determined by the amount of damage.

Once a Presidential Disaster Declaration is made, Damage Survey teams are organized with personnel assigned by DHS, FEMA and trained state agency surveyors. The third phase of damage assessment is a cooperative Federal-State operation, with the state providing personnel for each team and additional support as required.

Note: A cadre of trained damage assessment personnel from the Agency of Natural Resources (ANR), Agency of Transportation (AOT) and the Department of Public Safety, Fire Safety Division are important resources that must be maintained between disasters. The U.S. Army Corps of Engineers may provide Federal engineering expertise, together with the Federal Highway Administration.

Note: The Joint Field Office (JFO) operates specifically to process Project Applications (PAs) and facilitate the payment of public disaster assistance funds to local (and State) applicants. DHS, FEMA operates the JFO with an automated system, and is supported by Vermont Emergency Management and personnel from other state agencies, as needed.

Local emergency-disaster preparedness plans should make provisions for damage estimating, recording expenses and compiling accurate verification reports. Proof of

damage that was repaired as an emergency measure (early in the recovery period) must be carefully documented.

The use of photography, both still camera and video, will support accurate assessments of damage in the area and to structures. This may be necessary in cases where federal assistance may be forthcoming. Local estimates must withstand the scrutiny of trained damage estimators.

The need to rectify differences in estimates may cause delays in processing PWs. Damage claims that cannot be substantiated may be denied or reduced under the final grant. Good damage assessment practices yield financial benefits for state and local applicants.

Post-event damage assessment is also conducted to determine the extent to which local and state responses will manage an emergency situation. Local resource inventories may be used to determine capabilities, estimate loss of critical resources and monitor the need for “mutual aid” from surrounding communities.

The threshold formula for federal disaster assistance is based on population and the per capita cost of damages at the county and state levels. The state has a program of reimbursement to local communities through the Emergency Relief and Assistance Fund, 20 V.S.A., 001, section 45, by which it distributes funds to supplement the federal disaster relief for damages. FEMA provides 75% of eligible damage reimbursement, while a combination of state and local funds must pay the remaining 25%.

The disaster-related expenses at each level of government must represent the expenditure of a practical limit of available funds. As noted, FEMA uses a combination of population and per capita expenses when determining Public Assistance eligibility.

Note: The need for a Presidential Disaster Declaration is based on an event’s total impact on the state and its separate impact upon the jurisdictions involved. Income level, tax base, surplus or deficit condition and the severity and magnitude of the event will all be considered in recommending declarations.

Appendix XII describes the damage categories, provides assessment guidelines and model forms for the damage assessment process.

5. Individual Assistance Activities

A Presidential Declaration authorizing individual assistance authorizes the Individual Assistance Officer, in conjunction with the federal counterpart, to coordinate all related individual assistance programs, as defined and prescribed in 44 CFR, Part 206, Subparts D, E, and F. Individual Assistance (IA) activities include but are not limited to:

- A. Temporary Housing – Those whose homes have been destroyed may be eligible for temporary housing;
- B. Disaster Loan Programs – The Small Business Administration may provide low-interest loans to individuals, families and businesses to restore property damaged by a major disaster;

- C. Individual and Household Grant Programs – Cost-sharing grants are available to individuals and households who have incurred damages from a major disaster;
- D. Emergency Food Stamps – Food stamp assistance is available to disaster victims;
- E. Employment and Unemployment Assistance – Disaster victims are eligible for unemployment benefits and job placement assistance;
- F. Social Security Benefits – Expedient delivery of death and disability payments may be arranged for disaster victims;
- G. Veterans Benefits – Disaster victims with existing VA loans may qualify for financial consideration;
- H. Tax Assistance – The IRS will assist victims with tax issues relative to disaster circumstances;
- I. Legal Services – Legal counsel is available through Vermont Legal Aid and other organizations;
- J. Insurance Information – Several victims insurance programs are available through disaster information networks in Vermont;
- K. Agricultural Assistance – Financial assistance is available in conjunction with the U.S. Department of Agriculture to offset crop loss and grain purchasing costs.
- L. Farm Loans – Financial aid is available for structural damage; and
- M. Consumer Assistance – Disaster victims may seek guidance on consumer protection practices and guidelines from the Vermont Attorney General's Office.

6. Hazard Mitigation Activities – See the State Hazard Mitigation Plan

CONTINUITY OF GOVERNMENT

The occurrence of a disaster could impede the ability of state and local governments to function. Provisions for the continuity of government include a variety of activities designed to ensure the preservation of government, as it exists and the continued ability of state and local governments to provide protection and essential services to the public. This section of the Base Plan outlines those provisions established by statute in the State of Vermont. The statutes do not specifically operate within the realm of the implementation of the SEOP but provide the overarching authority for continuity of government no matter what the situation so that it is uniform across all incidents and events.

Continuity-of-government requirements include:

- a. Key direction and control actions that must be accomplished so that state government can continue to operate effectively, regardless of the emergency or disaster situation,
- b. Actions necessary for the reconstruction of state government, should that be necessary.

Lines of Succession

General: Vermont State Statutes, Title 20, Part 1, Chapter 7 provides for the prompt and temporary succession to the powers and duties of public offices, whether by election or appointment.

a. Executive

§ 183. Additional successor to office of Governor

"In the event that there is a vacancy in both the offices of governor and lieutenant governor within the meaning of the constitution and the speaker of the house of representatives is unavailable, the president pro tempore of the senate, the secretary of state and the treasurer, shall, in the order named, act as governor until such vacancy is terminated, or until a governor is elected, or until such speaker or a preceding interim successor becomes available. (1959, No. 13, § 4, eff. March 4, 1959.)"

b. Legislative

The lines of succession for the State Legislature are detailed in the *Emergency Interim Legislative Succession Act (Title 3, Chapters 304.001 - 304.011)* and extend seven deep for each Legislative position.

c. Judiciary

§ 187. Special emergency judges

"In the event that any district judge is unavailable to exercise the powers and discharge the duties of his or her office, the duties of the office shall be discharged and the powers exercised by one of three special emergency judges residing in the district served by such judge, and designated by him within sixty days after the approval of this chapter, and thereafter immediately after the date that he shall have been appointed and qualified as such. Such special emergency judges shall, in the order specified, exercise the powers and discharge the duties of such office in case of the unavailability of the regular judge or persons immediately preceding them in the designation. The designating authority shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. Forthwith after such designations are made and after a revision thereof copies shall be filed in the offices of the Governor and the county clerk. Said emergency special judges shall discharge the duties and exercise the powers of such office until such time as a vacancy which may exist shall be filled in accordance with the constitution and statutes or until the regular judge or one preceding the designee in the order of designation becomes available to exercise the powers and discharge the duties of his office. While exercising the powers and discharging the duties of the office of a district judge a special emergency judge shall receive the pro rata salary and perquisites thereof. (1959, No. 13, § 8, eff. March 4, 1959; amended 1965, No. 194, § 10.)"

d. State Agencies

§ 184. Emergency interim successors for state offices

"All state officers, subject to such exceptions and regulations as the Governor (or other official authorized under the constitution and this chapter or other act to exercise the powers and discharge the duties of the office of, or to act as, Governor) may issue, shall,

within sixty days after the approval of this chapter, and thereafter immediately after the date that they shall have been appointed and qualified, in addition to any deputy authorized pursuant to law, designate by title emergency interim successors and specify their order of succession. The officer shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. Forthwith after such designations are made and after a revision thereof the officer shall file copies in the offices of both the governor and the secretary of state. The officer shall designate a sufficient number of such emergency interim successors so that, including deputies, there will be not less than three emergency interim successors. In the event that any state officer (or his deputy) is unavailable, the said powers shall be exercised and said duties shall be discharged by his designated emergency interim successors in the order specified. Such emergency interim successors shall exercise said powers and discharge said duties only until such time as the governor (or other official authorized under the constitution and this chapter or other act to exercise the powers and discharge the duties of the office of, or to act as, governor) shall, where a vacancy exists, appoint a successor to fill the vacancy or until a successor is otherwise appointed, or elected and qualified as provided by law; or an officer (or his deputy or a preceding named emergency interim successor) becomes available to resume the exercise of the powers and discharge the duties of his office. (1959, No. 13, § 5, eff. March 4, 1959.)”

e. Local Government

§ 185. *Emergency interim successors for local elected officers*

“The elected officers of political subdivisions shall, within sixty days after the approval of this chapter, and thereafter immediately after the date that they shall have been appointed and qualified, designate by title (if feasible) or by named person, emergency interim successors and specify their order of succession. The officer shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. The officer shall designate a sufficient number of persons so that, including deputies, there will be not less than three emergency interim successors. Forthwith after such designations are made, and after a revision thereof, copies shall be filed in the office of the county clerk. In the event that any officer of any political subdivision (or his deputy provided for pursuant to law) is unavailable, the powers of the office shall be exercised and duties shall be discharged by his designated emergency interim successors in the order specified. The emergency interim successors, in the order specified, shall exercise the powers and discharge the duties of the office to which designated until such time as a vacancy which may exist shall be filled in accordance with the constitution or statutes; or until the officer (or his deputy or a preceding emergency interim successor) again becomes available to exercise the powers and discharge the duties of his office. (1959, No. 13, § 6, eff. March 4, 1959.)”

§ 186. *Emergency interim successors for local appointed officers*

“The legislative branch of a municipal corporation, as defined in section 1751 of Title 24, shall, with the same effect as in section 185 of this title, designate emergency interim successors to any officer appointed by it, and likewise review and revise designations so made, as shall also the assistant judges of the superior court to any officer appointed by them. Copies of all such designations and revisions shall likewise be filed in the office of the county clerk. (1959, No. 13, § 7, eff. March 4, 1959; amended 1973, No. 193 (Adj. Sess.), § 3, eff. April 9, 1974.)”

ADMINISTRATION

1. Support

In most situations, requests for Federal assistance will be made through the VEM to DHS, FEMA. The request for and provision of intra- and inter-state mutual aid is detailed in Support Annexes 1 & 2.

2. Agreements and Understandings

All agreements and understandings entered into for the purchase, lease or otherwise use of equipment and services will be in accordance with state law and procedures. The declaration of a State of Emergency, issued by the Governor, may suspend selected rules and regulations that impede emergency response and recovery operations.

3. Reports and Records

- a. In addition to individual intra-agency recording and reporting requirements, all involved organizations will provide emergency management reports in accordance with this plan, its annexes and procedures.
- b. Based upon situational requirements, situational and operational reports will be submitted to the SEOC in Waterbury or through the Regional Coordination Center (RCC), if activated, by impacted jurisdictions affected by the emergency for review and consolidation before submission. This reporting requirement is applicable to local governments, field-deployed state command posts, activated elements of the state multi-agency coordination system (state agency operations centers) and all organizations conducting emergency response activities within the geographical boundaries of a Public Safety District.
- c. Upon determination of need, the State Director, the State Coordinating Officer, or the GAR may authorize and impose additional emergency recording and reporting requirements applicable to local governments and state agencies.

4. Expenditures and Record Keeping

- a. It is the intent of the Legislature and the policy of the state that funds to meet disaster emergencies always be available and that the first recourse be the funds regularly appropriated to state and local agencies. Accurate and detailed record keeping at the local level is paramount to support requests for state and federal funding.
- b. Each agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established federal program guidelines or standard cost accounting procedures, if acceptable by the reimbursing federal agency.
- c. Under the provisions of EMAC, the State of Vermont is responsible for the reimbursement of expenses incurred by responding states during the delivery of mutual aid or for the out-of-state sheltering or repatriation of Vermont residents. The State of Vermont is likewise responsible for the computation and submission of bills

for reimbursement of expenses incurred while responding to a requesting state. This same process is used by the International Emergency Management Association (IEMA) for and international response.

- d. In accordance with established procedures, state agencies may seek financial assistance for emergency operations costs from the Disaster Contingency Fund pursuant to section 4 18.073 (b) of the Disaster Act.

5. Critiques/After Action Reviews

- a. "Lead", "Support" and "Assisting" state agencies are responsible for conducting critiques following the conclusion of a significant emergency situation.
- b. The critique will entail both written and verbal input from all appropriate participants, including field personnel.
- c. In consultation with appropriate support agencies, the state agencies having "Lead" and/or "Support" responsibility shall develop a written critique report, which will be provided to the Director, VEM.

V. PLAN DEVELOPMENT AND MAINTENANCE

DEVELOPMENT

1. The Vermont Department of Public Safety, Division of Emergency Management has the overall responsibility for emergency planning and coordination of state resources in emergency operations.
2. Each agency with emergency management responsibility is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this plan, to include standard operating procedures, implementing procedures or operational guidelines.
3. The Director, VEM will ensure appropriate distribution of the Base Plan and any changes thereto. Distribution of functional annexes and changes will be accomplished by the designated agency with primary responsibility for the annex.

MAINTENANCE

1. The Director, VEM will authorize and issue changes to this plan until the plan is superseded. The plan will be reviewed annually and be subject to revision every four (4) years unless incidents or other events dictate otherwise.
2. The Director, VEM will maintain and update this plan, as required. Authorized representatives may recommend changes and will provide information concerning capability changes that affect their emergency management responsibilities.
3. "Lead" state agencies are responsible for participating in the annual review of the plan. Vermont Emergency Management will coordinate all review and revision efforts, and ensure that the plan is updated as necessary, based on lessons learned during actual

occurrence events and exercises and other changes in organization, technology and/or capabilities.

4. Agencies/Organizations have the responsibility for maintaining annexes, appendices, standard operating procedures, implementing procedures, notification lists and resource data to ensure prompt and effective response to emergencies. Agency resource data must be accessible to agency representatives at the SEOC and at each affected Public Safety District to facilitate the capability of the agency to support its emergency management responsibilities. These agencies are also required to conduct and/or participate in training activities designed to enhance their ability to accomplish their responsibilities as assigned by this plan.
5. This plan shall be exercised at least annually in the form of a simulated emergency in order to provide practical, controlled, operational experience to those who have ICT responsibilities. An actual incident response in which the SEOP is activated satisfies this requirement. This requirement is applicable to the State EOC and each Regional Coordination Centers.
6. All emergency management related exercises will be designed to evaluate the effectiveness of this plan and its parts, including its associated annexes and procedures. These exercises will be coordinated with the Director, VEM. The agency having primary responsibility for hazard-specific tasks, in consultation with appropriate support agencies, will develop, conduct, and evaluate operational exercises of this plan. As part of the evaluation process, the primary state agency will provide written recommendations for revisions to this plan to the Director, VEM.

VI. SEOP-Supporting Documents and Standards for Other State Emergency Plans

The SEOP, as the core plan for state-level incident management, provides the structures and processes for coordinating incident management activities for terrorist attacks, natural disasters, and other emergencies. Following the guidance provided in Title 20, the SEOP incorporates existing State emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the SEOP, as supplements, or as supporting operational plans.

Accordingly, state agencies and departments must incorporate key SEOP concepts and procedures for working with SEOP organizational elements when developing or updating incident management and emergency response plans. When an agency develops an interagency plan that involves events within the scope of a Major Incident, these plans are coordinated with VEM to ensure consistency with the SEOP, and are incorporated into the SEOP, either by reference or as a whole. VEM will maintain a complete set of all current state interagency plans and provide ready public access to those plans via website or other appropriate means.

Incident management and emergency response plans must include, to the extent authorized by law:

- Principles and terminology of the NIMS;
- Reporting requirements of the SEOP;

- Linkages to key SEOP organizational elements (such as the ICT, RCC, JIC, S-RAAT, etc.); and
- Procedures for transitioning from localized incidents to Major Incidents.

The broader range of SEOP-supporting documents includes strategic, operational, tactical, and incident specific or hazard-specific contingency plans and procedures. Strategic plans are developed by headquarters-level entities based on long-range goals, objectives, and priorities. Operational-level plans merge the on-scene tactical concerns with overall strategic objectives. Tactical plans include detailed, specific actions and descriptions of resources required to manage an actual or potential incident. Contingency plans are based on specific scenarios and planning assumptions related to a geographic area or the projected impacts of an individual hazard. The following is a brief description of SEOP-related documents:

National Incident Management System

The NIMS provides a core set of doctrine, concepts, terminology and organizational processes to enable effective, efficient and collaborative incident management at all levels.

State Interagency Plans

State interagency plans are based either on statutory or regulatory authorities, and/or specific contingencies and types of incidents. These plans provide protocols for managing the preponderance of incidents that are likely to occur at all levels of government and that may require VEM coordination. These plans can be implemented independently or concurrently with the SEOP.

When the SEOP is activated, these interagency plans are incorporated as supporting and/or operational plans. Examples of state interagency plans that are incorporated into the SEOP as supporting and/or operational plans include:

- Strategic National Stockpile Program Plan;
- SARS Plan;
- West Nile Virus Surveillance & Response Plan; and
- Highly Contagious Animal Disease Response Plan.

For purposes of full incorporation into the SEOP, these plans will be referred to as SEOP supplements for the specific contingency or mission area that constitutes the main focus of such plans. A comprehensive listing of national interagency plans is included as Appendix 4 and provides a brief description of each of these plans.

Agency-Specific Plans

Agency-specific plans are created to manage single hazards or contingencies under the purview of the responsible department or agency.

Operational Supplements

Operational supplements typically are detailed plans relating to specific incidents or events. Operational supplements routinely are developed to support planned significant events.

Regional Plans

Regional plans typically are operational supplements to state plans and provide region-specific procedures and guidance. An LEPC District Plan designed to prevent, prepare for, respond to and recover from oil and hazardous substance incidents would be an example.

Local Emergency Operations Plans

Local emergency operations plans are created to address a variety of hazards at the municipal level and to complement State emergency operations plans.

Regional/Local Multi-hazard Mitigation Plans

Regional/local multi-hazard mitigation plans are developed by local communities to provide a framework for understanding vulnerability to and risk from hazards, and identifying the pre-disaster and post-disaster mitigation measures to reduce the risk from those hazards. Multi-hazard mitigation planning requirements were established by Congress through the Stafford Act, as amended by the Disaster Mitigation Act of 2000.

Private-Sector Plans

Private-sector plans are developed by privately owned companies/corporations. Some planning efforts are mandated by statute (i.e., nuclear power plant operations), while others are developed to ensure business continuity.

Volunteer and Non-governmental Organization Plans

Volunteer and non-governmental organization plans are plans created to support local, state, regional, and federal emergency preparedness, response and recovery operations. Plans include a continuous process of assessment, evaluation and preparation to ensure that the necessary authorities, organization, resources, coordination and operation procedures exist to provide effective delivery of services to disaster clients as well as provide integration into planning efforts at all government levels.

International Plans

International plans between the state and foreign governments typically deal with natural disasters, mass-casualty incidents, pollution incidents, terrorism or public health emergencies.

Procedures

Procedures provide operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations. These documents fall into five basic categories:

- Overviews that provide a brief concept summary of an incident management function, team, or capability;
- Standard operating procedures (SOPs), standard operating guidelines (SOGs), or operations manuals that provide a complete reference document, detailing the procedures for performing a single function (i.e., SOP/SOG) or a number of interdependent functions (i.e., operations manual);

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- Field operations guides (FOGs) or handbooks that are produced as a durable pocket or desk guide, containing essential tactical information needed to perform specific assignments or functions;
- Point of contact (POC) lists; and
- Job aids such as checklists or other tools for job performance or job training.